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ABSTRACT

The report by the Queensland (Australia) Advisory Council for Special Education reviews the roles of government and voluntary associations in providing services to the handicapped. An historical review follows a discussion of principles underlying the education of handicapped children. Current Queensland provisions for the education of handicapped children are reviewed, including information on government assistance to voluntary associations. The impact of voluntary associations on preschool and school age children is examined, and the changing role of the voluntary associations as the right to education becomes more of a reality is noted. In two final sections, the Council lists its major concerns on the topic as well as 20 recommendations in service delivery, administration, and responsibility for education. (CL)

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ADVISORY COUNCIL FOR SPECIAL EDUCATION

THE ROLES OF GOVERNMENT AND THE VOLUNTARY ASSOCIATIONS
IN THE EDUCATION OF HANDICAPPED CHILDREN IN QUEENSLAND

A REPORT TO
THE MINISTER FOR EDUCATION

March 1979

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* Chapters 4, 5 and 6 of this report draw in part on material previously published by two members of the Council, Dr R.J. Andrews and Mr G.J. Swan.

BACKGROUND TO THE REPORT

When the Advisory Council for Special Education was established, one of the tasks it was set was to "rationalize efforts of State and Commonwealth Departments and voluntary organizations within the field of special education." In its Interim Report of December, 1977, Council indicated that it had begun to explore this issue and signified its intention of submitting a full report to the Minister providing advice on the ways in which, in the future, government could assume a greater degree of responsibility for the education of handicapped people.

In earlier days, voluntary associations assumed total responsibility for the education of certain groups of handicapped persons. At that stage, government did not see itself as having extensive responsibilities in this area. Over time, however, marked changes occurred in community perceptions of the educational needs and capacities of handicapped people and in expectations of the role of government in meeting these needs. Government responded by creating schools and classes for some groups of handicapped children and by providing finance to voluntary associations, in support of their educational and associated programs for other groups of handicapped people. Later, government extended its services to a wider diversity of children with handicap and to children of pre-school age with certain handicapping conditions.

Now, in the late seventies, in Australia as well as overseas, it is believed appropriate for government to accept responsibility for the education of all children, with or without handicap. Furthermore, the principle of education for all age groups, from birth through to the years of maturity, has now been widely accepted, again for handicapped as for non-handicapped persons.

As government roles change, there is an obvious need for the recognition of the highly significant contribution that has been made by the voluntary associations in the education of handicapped persons and the need, too, to ensure that, in the future as in the past, the commitment and the developed expertise of the members of voluntary associations will continue to be made available to the handicapped community.

The time is opportune for a review of the roles of government and voluntary associations in providing services to the handicapped and for the establishment of a new partnership which recognizes the responsibility of government and the contribution of the voluntary associations.

In undertaking its review, Council initially sought submissions from interested groups and individuals on their concerns about services to handicapped persons. In addition, it met with representatives from the major voluntary associations involved in education. At these meetings, the representatives described their client groups, the aims of their organizations, the sources of their funding, the major problem areas they perceived and their aspirations for the future functioning and roles of their organizations. A questionnaire was circulated to all other voluntary associations seeking information on their operations and on their perceived problems.

Council then prepared a draft report which canvassed a number of possible developments in future roles of government and voluntary associat-

ions. This report was circulated to all voluntary associations for their comments.

Further meetings with representatives of the voluntary associations were arranged to discuss the draft report. On the basis of these discussions a firm set of guidelines and recommendations was formulated by the Council.

PRINCIPLES UNDERLYING THE EDUCATION
OF HANDICAPPED CHILDREN

In arriving at its recommendations on the future roles of government and voluntary associations in the provision of educational and associated services to handicapped persons, the Council has been influenced by a number of principles which it believes should guide decision making in the area:

1. The right of all handicapped persons to an appropriate education, without restrictions arising from age, geographical location, type of handicap or other circumstances.
2. The right of handicapped persons and their families to assurance that educational programs most appropriate to their needs are developed and implemented in the most effective way, whether the services be provided by the government or non-government sector.
3. The right of parents, where circumstances permit, to exercise choice in the educational placement of their children; a policy of exclusiveness of service delivery by either government or voluntary association contravenes this right.
4. The right of parents of handicapped children who attend voluntary association schools to face no financial or other costs additional to those which would be involved if their children were enrolled in a government school.
5. The right of parents, persons with handicaps and other citizens, to be consulted in the planning of programs and services provided by government and non-government agencies.
6. The right of voluntary associations to develop services in areas of perceived need.
7. The right of government, when providing substantial financial support to voluntary associations, to establish consultative arrangements aimed at securing program accountability in educational services to handicapped persons.
8. The right of government to enter into agreement with voluntary associations or non-government agencies as to the nature and quality of educational services to be provided with government financial assistance.
9. The right of government, in exercising its responsibilities, to determine public policies and set down guidelines for government financing, through subsidy grants or grants-in-aid, to non-government agencies.
10. The right of the Australian public in general and the handicapped community in particular to assurance that expenditure of government moneys in services for the handicapped, by Federal and State departments and instrumentalities, be co-ordinated to ensure maximum advantage to handicapped persons, consistent with effectiveness of expenditure.

SUMMARY OF RECOMMENDATIONS

The following recommendations are discussed in detail in Chapter 8 but presented here in summary. They represent what the Council sees as a practical and necessary way forward to ensuring that all handicapped children in Queensland receive appropriate education, and that a rationalization of special education services and economies in providing special education are achieved.

The major topic of this report is the role of voluntary associations in the provision of special education services. It is, of course, neither desirable nor practicable to discourage the operation by voluntary associations of educational programs for handicapped children for which they take substantial financial responsibility (in the same way as other non-government organizations offer alternative schooling), providing each facility and its program are approved by the Minister.

However, the Council considers that existing arrangements, under which some handicapped children can receive their education only in schools operated by voluntary associations with substantial government assistance, should not be regarded as suitable in the long-term. While recognizing the valuable contribution such groups have made and are making in this area, Council does not support the view that an evolutionary development of the type that has taken place over the last two decades should be perpetuated in its present form into the foreseeable future.

The recommendations refer to a wide range of actions which Council believes should be undertaken as soon as possible. They are designed to help correct present deficiencies in special education provisions, set up the conditions for more effective management by government of the education of handicapped children, and give a basis for a more co-ordinated and effective special education program for handicapped children and adolescents in Queensland in the years ahead.

- 1.1 That the Minister for Education seek amendment to the Education Act 1964-1974 whereby the provision of education for all handicapped children up to 18 years of age is made the statutory responsibility of the Minister.
- 1.2 That consequential amendments be made to the Backward Persons Act of 1938.
2. That the Education Regulations be amended to provide for the Minister to approve the establishment, supervision and inspection of all educational facilities and programs for handicapped children up to 18 years whether provided by the state or some other body.
3. That the Minister request the Advisory Council for Special Education to keep under continuous review planning and provisions for the education of handicapped persons throughout the state, and particularly to monitor changing patterns in the incidence of handicap in the community.

4. That the Government, through the Department of Education, establish procedures relating to accountability for expenditure of government assistance by all voluntary associations providing education for handicapped children.
- 5.1 That state government financial allocations to voluntary association schools be made under approved guidelines for their receipt and expenditure.
- 5.2 That voluntary associations be required to prepare detailed public statements on funding from all sources for their educational programs and services and the amounts and the disbursement of such funds.
6. That the Advisory Council for Special Education prepare advice for the Minister on ways of co-ordinating services for handicapped children, provided by government and non-government agencies, at the regional level.
7. That government assistance to voluntary associations towards the operation of schools for handicapped children be based on the approval of individual schools, and not broad areas of provision, to ensure a rationalization of special education services and economies in providing special schools and services.
- 8.1 That the Minister for Education seek further amendment to the Education Act 1964-1974 to establish an Advisory Council for Special Education to advise on matters relating to the provision of special education.
- 8.2 That the membership of this reconstituted Advisory Council for Special Education include two persons affiliated with voluntary organizations receiving government subsidies for education programs or related services, and/or the Queensland Catholic Education Commission.
- 8.3 That the present terms of reference of the Advisory Council for Special Education approved by Cabinet in May 1976 be revised, and that the terms of reference consist of Clauses a, b, d and f of those terms of reference, together with the following:
 - a) advise on long-term co-ordinated special education services for all children;
 - b) advise on the planning of procedures whereby children attending voluntary association special schools receiving substantial government support may, where desirable, be provided for in other facilities within a program of rationalization of special education services;
 - c) monitor arrangements relating to the provision of government subsidies paid to voluntary associations operating special schools;
 - d) recommend on arrangements whereby voluntary associations may be encouraged to relinquish education services to handicapped children to enable them to assume other activities and roles to the benefit of handicapped children and adults;

- e) investigate and report on matters relating to the placement and progress of handicapped children in education facilities;

and such other functions as are recommended in this report.

9. That where voluntary associations engaged in educational services request the Department of Education to accept full responsibility for the education of children in their programs, such requests be met.
10. That, where voluntary associations continue, at least for the time being, to offer educational programs to handicapped persons, with substantial government financial support, the planning, operation and staffing levels of the special education programs to be in accord with guidelines accepted by the Department of Education on the advice of the Advisory Council for Special Education.
11. That the quality of educational programs and related services offered to handicapped children by both government and voluntary associations be kept under continuous review by the Advisory Council for Special Education.
12. That the conditions for placement of handicapped children in special education facilities of any government or non-government agency be clearly stated and made publicly known, and the Minister undertake to investigate parental complaints about such conditions.
13. That all agencies employing teachers to work with handicapped children maintain teacher development programs with a view to ensuring the availability in schools of appropriately qualified staff.
14. That professional and industrial conditions and benefits of employment for teaching staff employed by voluntary associations be at least comparable with those prevailing in the state teaching service.
15. That all agencies offering education to handicapped children recognize the rights of parents to contribute to the planning of their children's education and develop mechanisms to achieve this objective.
16. That the Department of Justice be requested to consider the inclusion of clauses in the constitutions of voluntary associations which set out explicitly the rights of parents whose children are enrolled in educational programs administered by such voluntary associations.
17. That parents of handicapped children attending voluntary association schools which receive substantial subsidies from government be not required to incur financial or other costs substantially different from those incurred by parents whose children attend government special schools.
18. That, under the Regis of the Advisory Council for Special Education, there be established a working party to review all services providing educational diagnosis, both government and non-government, to determine the future development and rationalization, where needed, of these services.
19. That the Minister request the Advisory Council for Special Education to undertake an analysis of the educational needs of post-school handicapped youth and adults and make recommendations on appropriate government initiatives and voluntary association activities.

20. That a comprehensive survey be conducted by the Department of Education to ascertain where additional facilities are required to ensure the education of all handicapped children, whatever their disability or location, and that, following the survey, the Department of Education give urgent consideration to the provision of appropriate programs, and that special funds be provided for this purpose.

HISTORICAL PERSPECTIVE

Voluntary associations as we know them today had their origins in the charitable efforts of enlightened philanthropists and religious organizations as they sought to cope with the results of the great social upheavals which characterized the Industrial Revolutions of the western world in the late 18th and 19th centuries. Early philanthropic efforts by voluntary groups were first directed towards relief of the circumstances associated with pauperism; some groups, however, directed their concern to the needs of individuals with specific handicaps as increasing urbanization made them more visible and their needs more apparent.

1. BLIND AND VISUALLY IMPAIRED CHILDREN

The French have the credit for taking the first steps in providing educational assistance to those with visual impairment. In 1784 a Monsieur Haüy, concerned about the pauper blind, undertook to teach 24 pupils through a system of raised letters. His system was later superseded by others, particularly by the Braille system which was first used in France in 1834.

In England, the School for the Indigent Blind was opened in Liverpool in 1791. There followed the establishment of many other voluntary institutions for the same group. The majority, in the early stages, were regarded as asylums for the protection of the disabled rather than as educational establishments. Experience, however, indicated the educational and vocational potential of the blind and the aroused sympathy of the public speedily provided the means to establish a number of institutions in various parts of the country which catered for educational needs and provided industrial work. By 1907 there were in England and Wales alone 24 residential schools and over 40 workshops; in addition, there were 46 Home Teaching Societies which provided teachers to visit the blind in their homes and to lend them embossed books to read. This movement to improve the lot of the blind also spread throughout America, Europe and the British Empire.

The movement in Queensland commenced in 1883, largely through the efforts of J.W. Tighe, a blind man who gathered a group of other blind men at his home in New Farm and provided work for them, principally in the making of halters. In 1886 the Government gave the movement ten acres of land in Cornwall Street, South Brisbane, for building purposes, and the Department of Public Instruction also placed on their estimates the sum of £80 towards the salary of a teacher for the blind. Such early governmental involvement was a peculiarly Australian characteristic. This was due to the economic conditions in the young states and the distinct lack of a middle class, which meant that charity organizations were rarely founded on a strong financial base.

In 1890, an appeal was undertaken for the erection of a special school and residential accommodation for the blind, the Government having agreed to contribute half the required amount. In the meantime, it had become increasingly apparent that deaf and dumb children were also in need

of assistance, so that when the school opened in 1893 it was known as the Queensland Blind, Deaf and Dumb Institution; it catered for 20 deaf and/or blind children. From its inception, the State Government subsidized the running of the school - in 1895 it agreed to contribute £2 for every £1 raised from the public on behalf of the Institution. Meanwhile, a permanent workshop for the blind, also subsidized by the State Government, had been set up in New Farm.

The control of the Blind, Deaf and Dumb Institution passed from the voluntary Board of Management to the Department of Health and Home Affairs in 1918, and in 1931 to the Department of Public Instruction.

Legislative action was taken in Queensland in 1924 with the passing of "The Blind, Deaf and Dumb Children Instruction Bill." This Bill made applicable to deaf children and blind children the compulsory education clauses of the Education Act of 1895.

2. MENTALLY RETARDED CHILDREN

By the mid-nineteenth century, organizations in Britain were being formed with the intent of establishing institutions for the mentally retarded as distinct from the asylums for the mentally ill. Many mentally retarded children, however, remained without institutional care, living within the destitute community of the period. Many fine institutions were established, but support and progress were generally poor.

In Australia, with the inherent drawbacks to voluntary efforts noted above, the main centres for the care of the mentally retarded were for a lengthy period to be the institutions established by statutory authorities primarily for the mentally ill. In Queensland, 'idiot' children who survived their early years were institutionalized in one of the large asylums at Woogaroo Creek (1854), now Wolston Park Hospital, or at Sandy Gallop (1860), now Challinor Centre. No differentiation was made between the mentally ill and the mentally handicapped; they were housed together. Children with a lesser degree of retardation attended the early colonial schools, no special provision being made for them until the nineteen twenties.

The first apparent official recognition of the educational needs of the mentally retarded came at the inaugural Conference of Australian Directors of Education held in Adelaide in 1916, where a resolution was passed urging the establishment in the larger centres of population of special schools for the mentally handicapped. World War I and the problems associated with staffing schools prevented some States, including Queensland, from making immediate provisions. It was not until the early twenties that pressure from community groups prompted the Queensland Minister for Public Instruction to review the problems of the 'mentally feeble'.

The Queensland Branch of the British Medical Association was at that time very concerned about lead poisoning and the resulting handicapping conditions. It referred in several of its publications to the lack of facilities for backward children. The National Council of Women also displayed concern and several informal approaches were made to the Minister for Public Instruction for appropriate action. The Minister reported to Parliament in 1922 on the setting up of classes to cater for 'backward' children and classes for children 'sub-normal in mental power'.

Classes for backward children were established in several schools: Fortitude Valley (boys), Toowoomba South (girls), Townsville Central (boys), New Farm (boys and girls), Ipswich Central (boys), and Petrie Terrace (girls).

Two classes for 'defectives' were established in Brisbane at Buranda and at Leichhardt Street. Both of these classes were for boys. W.F. Bevington, Inspector of Schools, was given the responsibility of supervising the classes. A policy that a Department of Public Instruction should provide classes for 'defective' children, categorized at the time as 'ineducable', caused some discussion and dissension during the existence of these classes. In most countries at this time such children were often institutionalized under the care of Health Departments. The parental response to the establishment of the classes, the imaginative teaching that took place in them, and the leadership provided by Bevington were, however, outstanding features of this early period in Queensland.

This situation continued until 1935, when Bevington became Acting Chief Inspector, and the supervision of the classes was assigned to several inspectors who had neither the vision nor the ability of Bevington. Further breakdown in their work occurred because of staff shortages as a result of the outbreak of war in 1939. By 1945, the initial distinction between the classes for backward pupils (renamed Opportunity A Classes in 1926), and the classes for the educationally sub-normal (Opportunity B Classes) had become blurred.

A growing reactionary feeling against the placement in schools of the severely mentally retarded developed during the 1930's. This view was enshrined in the Backward Persons Act of 1938 which held that 'backward children' were the responsibility of the Department of Health, and that appropriate placements were mental health institutions.

In 1952, a report by Wood (Principal Research and Guidance Officer) followed by one from Winterbourn (a visiting Senior Lecturer in Education from New Zealand) served to highlight the serious deficiencies in the system. In 1953, a report prepared by the Research and Guidance Branch, *An Investigation into the Care and Treatment of Ineducable Children in Queensland*, set the climate for future development. Three of the more significant recommendations made to the then Minister of Education and approved by him were that:

- a) Opportunity schools would cater only for the mildly intellectually handicapped children;
- b) Wherever possible, separate schools would be established; and
- c) The so-called 'ineducable' child would not be admitted to opportunity classes, but the Director-General of Health and Medical Services would be requested to accept responsibility under the Backward Persons Act of 1938.

The result of this development was that the Research and Guidance Branch referred 70 children it regarded as ineducable to the Director of Mental Hygiene, who suggested that the children be placed in one of the Department's residential institutions. Some parents, unwilling to abandon their children to such an existence, were sufficiently motivated to form The Queensland Sub-Normal Children's Welfare Association. The Association held

its first meeting in 1952 and a small school was started on the verandah of a house in Coorparoo. Fund-raising to purchase premises soon commenced, and in a short time Bowen House, a property at Bowen Hills, was purchased and converted into a school. From such humble beginnings grew the largest voluntary association in Queensland, with 26 schools in 22 centres distributed throughout the State.

3. OTHER HANDICAPPED GROUPS

The post-war years saw similar patterns of development covering a range of handicaps. New and rejuvenated voluntary groups, including the Queensland Spastic Welfare League, Queensland Society for Crippled Children and the Multiple Handicapped Association of Queensland took up tasks in the education of handicapped persons that had long been neglected.

These groups were facilitated in their work by increased public awareness of the handicapped, a new attitude to benevolence, and the effects of a rapidly consolidating national economy and growth in secondary industry. The pattern of the development and operation of these voluntary organizations was along what is now recognized as a predictable path. Typically they began with initiative taken by members of the community who recognized the needs of children with a particular handicap, resulting in the establishment of services financed by charitable contributions and administered by local management committees. In some instances where schools were set up, governments, after a period of subsidizing the voluntary efforts, eventually assumed responsibility for these educational programs.

5

CURRENT QUEENSLAND PROVISIONS FOR THE EDUCATION OF HANDICAPPED CHILDREN

The importance of Australian voluntary associations in advancing the education of the handicapped can be seen in the fact that of all Government schools in Australia, which in 1973 provided special education for handicapped children other than the mentally handicapped, two-thirds reported that their initial establishment had been the result of the work of a voluntary organization.

The present-day situation in Queensland reflects this historical development. As with other countries, the least disturbing, least disfiguring handicaps were the first to receive attention and initial provision for the blind and the deaf was voluntary group-based. The educational needs of the sensorily handicapped were well recognized and the responsibility for their education totally accented by the State. Voluntary associations dealing with these handicaps were as a result able to diversify their interests and provide such services as sheltered workshops, activity centres, residentials, support and counselling, welfare, pre-schools, and ancillary benefits such as guide dogs and libraries.

Provisions for handicaps less well understood by the general community, such as severe intellectual handicap, have a world-wide history of ignorance, misconception and neglect. In Queensland, this neglect was prolonged because of colonial drawbacks, which worked against the early establishment of voluntary associations concerned with the well-being of these particular groups. Voluntary associations in Queensland, established for these handicapped persons, are therefore of relatively recent origin.

Recognition by government of the work done by these associations can be seen in the provision of subsidies through governmental departments of social security, health, welfare and education. Despite the incredible efforts and energies of these associations in providing education for handicapped children, the need to provide educational facilities has placed an unfair and limiting burden on their activities. In contrast to its attitude to other handicapped children, the Department of Education has not yet accepted total responsibility for the education of these children. The question of this department's responsibility to associations dealing with the severely intellectually handicapped has been complicated by the involvement of the Department of Health in providing training facilities under the terms of the Backward Persons Act of 1938.

At present the unevenness of provision and the current proliferation of state and federal subsidies presents a very confusing situation. The inadequacies of provision in some areas, and relative adequacy in others, indicate that a hierarchy of handicap has developed in Queensland which has its basis in historical developments and lack of statutory guidance.

1. STATE GOVERNMENT PROVISION

A. DEPARTMENT OF EDUCATION

Special Education provision is made for children with the following handicapping conditions: intellectual handicaps, learning disabilities, speech and/or language problems, social handicaps, adjustment problems, impaired hearing, visual handicaps, cerebral palsy, orthopaedic handicaps and children requiring hospitalization. Special education provision is also made for the education of migrant children and isolated children. These provisions cover pre-school, primary and secondary levels. Correspondence lessons are provided to various children whilst the specific needs of handicapped children living in isolated areas of Queensland are met by the Isolated Children's Special Education Unit. A visiting teacher service is available to provide assistance for handicapped children attending regular schools at all levels and home-bound children also are visited by teachers from special schools.

PRE-SCHOOL PROVISION

Fourteen specialist pre-schools for handicapped children exist (Table 1) which in 1978 employed 37 teachers and catered for 286 children. Handicapped children are also provided for in the regular pre-school system which allocates places for such children in all its facilities. In addition to the above, the Division of Special Education intends to extend its work in the pre-school area by the creation of a small pilot network of pre-school services for all types of young handicapped children. These projects will be located in a number of sites in the Brisbane metropolitan area and will be associated with some other educational facility. At Aspley, Acacia Ridge and Mt. Gravatt West, projects will operate out of existing State pre-school centres, while at Milton the project begun in 1978 will continue to operate out of the Barooka Special School. Such projects are guided by the belief that early special education ideally begins in infancy and involves the parents as educators, under the guidance of professionals and para-professionals.

SCHOOL-AGE PROVISION

Mildly intellectually handicapped children constitute the largest group of handicapped children catered for by the Department of Education. Most are placed in Special Schools and Units which were previously known as Opportunity Schools and Classes. In 1978 there were 38 such schools with 323 teachers and 2,958 children. Special Units numbered 15, with 35 teachers and 488 children.

In 1978 there were seven Special Schools staffed by 45 teachers which catered for 421 orthopaedically handicapped children. In addition there were four Special Education Units with an enrolment of 53, staffed by five teachers for the children.

The one school for the hearing impaired was the Queensland School for the Deaf which had an enrolment of 222 and a staff of 63 teachers. There were also nine Special Education Units with an enrolment of 154 and a teaching staff of 27 for hearing-impaired children.

The one school for the visually handicapped was Narbethong, which had

Table 1

STATE EDUCATION DEPARTMENT PRE-SCHOOL PROVISION FOR
HANDICAPPED CHILDREN

1978

	<u>Teachers</u>	<u>Enrolments</u> <u>30.11.78</u>
VISUALLY HANDICAPPED		
Narbethong	2	24
HEARING IMPAIRED		
Cairns West	1	10
Visiting Teacher Service	-	5
Ipswich Central	2	11
Visiting Teacher Service	1	3
Queensland School for the Deaf, Yeerongpilly Pre-school*	7	42
Correspondence pre-school	-	42
Vincent	3	14
Visiting Teacher Service	-	16
Zillmere North	3	22
ORTHOPAEDICALLY HANDICAPPED		
Cootharinga *	2	34
Montrose *	1	11
Xavier Hospital *	3	26
CEREBRAL PALSID		
School for Spastic Children *	3	38
OTHER		
Royal Children's Hospital	2	24
Mater Hospital	1	24
W.R. Black Chelmer Special School *	3	46
Townsville Hospital	1	7
Toowoomba Hospital	1	4
	<u>36</u>	<u>373</u>

* Provision initiated by voluntary association

an enrolment of 133 and a teaching staff of 36. Three Special Education Units for the visually handicapped existed which catered for 35 children with a teaching staff of six.

Two schools existed for the emotionally or socially handicapped. These had an enrolment of 17 with four teachers.

Eight facilities catered for educationally handicapped children in learning disabilities classes attached to various schools. These had an enrolment of 48 with eight teachers. Other educationally handicapped children were catered for in 188 remedial classes which had an enrolment of 6,580 and staff of 188 teachers. Further assistance to such children was provided by 68 resource teachers in various schools.

Three schools existed for migrant children; these had an enrolment of 207 and a teaching staff of 17. In addition there were special provisions for 163 migrants at three high schools, these classes having a total teaching staff of four. Fourteen primary schools had similar provisions - catering for 532 children with a teaching staff of 18.

Hospitalized children were catered for in five hospital schools. These enrolled 168 children with a teaching staff of 22 full-time teachers.

The Department provides a consultative teacher service. One consultative teacher cared for the intellectually handicapped at the integrated secondary level; the physically handicapped were assisted by three and the visually handicapped by four. Eleven teachers assisted the hearing impaired; four had special duties with migrants. The 19 consultant teachers catered for a total of 1329 children.

Correspondence programs for 50 isolated children with various handicaps were provided by seven teachers of the Isolated Children's Unit.

Support for classroom teachers is available from the Guidance Branch of the Department. These support services were composed of 47 guidance officers, four guidance counsellors, four guidance assistants, 37 speech therapists, three occupational therapists and 135 seconded teachers.

POST-SCHOOL PROVISION

1978 saw the Department's first moves into post-school provision for handicapped children with an extension of school-based work experience programs. This new provision involves the Technical and Further Education Division, who provide pilot courses in various work areas aimed at improving social competency and developing an interest or skill. These courses vary from three to six weeks for children of 15 and over.

B. DEPARTMENT OF HEALTH

The Queensland Department of Health, through its Intellectually Handicapped Services Branch, provides educational facilities for moderate to severe intellectually handicapped children. The policy of the Department is to minimise placement in institutional facilities where possible and to move towards community based programs where the children attend various special schools. However, education programs are provided within some Department of Health Centres.

The Basil Stafford Training Centre for the Intellectually Handicapped has a teaching staff of seven who cater for approximately 45 children between the ages of five and eighteen.

The Challinor Centre largely caters for adults with moderate to profound intellectual handicap. A small number of adolescents with moderate intellectual handicap are involved in an education program with one teacher.

The Central Assessment Clinic for the Intellectually Handicapped provides community based family resource services. It employs three teachers who work on various programs involving children with varying degrees of intellectual handicap.

C. DEPARTMENT OF CHILDREN'S SERVICES

The Department of Children's Services has provision for the treatment of socially disadvantaged or emotionally disturbed children, who have exhibited either delinquent or pre-delinquent behaviour, at Wilson Youth Hospital. Programs are under the control of medical officers of the Division of Youth Welfare and Guidance. The Division provides five Child Guidance therapists who work with the 55 children aged 8-16 years in residence at the Wilson Youth Hospital in total treatment programs which include an element of schooling. In addition, the Department of Education supplies one remedial teacher. Five children attend State schools. The Department of Children's Services also provides residential facilities and staff at the Outlook school in Boonah which is run in conjunction with the Department of Education.

Adolescents committed to custody by the Children's Court for anti-social behaviour are provided for at Westbrook Training Centre. Ages range from 15-17 and the State Education Department provides two Manual Arts teachers on a sessional basis to conduct handicraft classes. Attendance at these classes is voluntary.

2. CATHOLIC EDUCATION PROVISION

The Catholic Education Office and the various religious orders provide an alternative system of special education facilities in Queensland.

PRE-SCHOOL PROVISION

The Catholic Education Centre for Deaf Children at Norman Park provides for hearing-impaired children of pre-school age and their parents. At this centre one full-time teacher, one part-time teacher and one aide offer a parent education service and tutoring for children. The Education Department contributes staff salaries and equipment.

SCHOOL-AGE PROVISION

The Franciscan Missionaries of Mary administer the Xavier Hospital, Coorparoo, where they provide therapy and residential facilities for around 50 orthopaedically handicapped children, of a few months to 15 years. They also provide premises for the Xavier Hospital State Special School.

At Boys' Town, Beaudesert, the De La Salle Brothers, with a teaching

staff of 11, provide educational and residential facilities for 96 socially handicapped boys.

The Daughters of Charity run a junior secondary co-educational school for 144 children with ten teachers at Seton College, Mt Gravatt. Whilst this is not designated as a special school, it does specifically provide for many children with learning difficulties and for some mildly intellectually handicapped children.

In 1974, Special Education and Guidance Services were developed to provide support for children with educational problems in Catholic schools. In the Brisbane diocese at present the Officer in Charge directs two guidance officers, 23 resource teachers (two Gold Coast, one Ipswich), four remedial centre teachers, six migrant teachers, three ethnic/migrant advisory teachers, two ethnic aides and one infants' advisory teacher. In the Cairns diocese there are three migrant teachers, one migrant advisory teacher and one remedial teacher.

In the Townsville diocese there are four resource teachers, one migrant teacher, one ethnic advisory teacher and one advisory consultant for Aborigines. In the Rockhampton diocese there are two resource teachers and one migrant teacher. Three remedial teachers and one migrant teacher are employed in the Toowoomba diocese.

The service receives subsidies solely from Federal recurrent funding. There is no state financial assistance beyond the per capita grants.

The Catholic Education Office also provides regular religious instruction to Catholic children in State Special Schools.

3. GOVERNMENT ASSISTANCE TO VOLUNTARY ASSOCIATIONS

Voluntary associations discharge the responsibilities they have assumed through moneys raised by their own activities and through finance made available by government. Both State and Federal governments have always viewed the activities of voluntary associations with sympathy. Government funding provided an indication of official encouragement of the voluntary associations in their efforts, and in fact promoted a practical, relatively inexpensive way of implementing needed provisions. Initially, assistance usually took the form of land grants and endowment subsidies on funds raised. More recently, the salaries of approved staff employed by voluntary association have been totally subsidized by various government departments. At present a variety of different forms of assistance exists.

A. FEDERAL GOVERNMENT ASSISTANCE

Federal government interest, as embodied in legislation, for many years was limited to the provision of pensions as income security for the handicapped. However, shortly after World War II it was realized that it was in the interests of both disabled persons and the community generally if the handicapped could be helped to enter employment. This led to the establishment of a Commonwealth Rehabilitation Service in 1948. Following an earlier act to provide sheltered accommodation, the Sheltered Employment (Assistance) Act of 1967 represented the Federal Government's entry into a wider assistance program for the handicapped through its support of

voluntary groups in the form of subsidies towards the cost of building or renting sheltered workshops, the cost of hostels for workshop employees and of workshop equipment. The provisions of the 1967 Act were extended in 1970 by the Handicapped Children's (Assistance) Act to include programs for children, including school programs.

The 1967 Act provided a major impetus to the further development of existing employment programs for handicapped adults and the establishment of new initiatives through financial support to voluntary efforts. It also focussed more attention on the need for production in sheltered employment programs, in a move away from an emphasis on 'occupation' or family relief. It achieved this by espousing a philosophy of responsibility to handicapped adults, giving them opportunities to engage in useful and productive work for which they were to be appropriately paid. As might be expected, there were also some disadvantages consequent upon this Act. One of these was that subsidized employment opportunities were largely confined to production-type activities or employment in an effort to meet the payment-by-production levels sought in the interpretation of the Act. Consequently, the needs of all handicapped adolescents and adults could not be met as many of them could not realistically be included in such programs. This was true particularly of severely handicapped persons.

More recently the Handicapped Persons' Assistance Act of 1974, which continued and extended the provisions of the two previous Acts, sought to overcome many of these difficulties, largely by introducing the concept of activity therapy centres¹ to the vocational programs operated by voluntary associations. It also provided for financial assistance towards the cost of recreational activities and holiday homes for handicapped people engaged in sheltered employment and activity therapy. It further introduced the Handicapped Child's Benefit which subsidized the bed costs of voluntary groups.

Residential programs have also been developed by voluntary associations under the 1970 and 1974 Federal legislation. The associations have aimed to provide residence in association with school (training centre), sheltered employment programs or activity therapy programs. Today, the subsidies available include contributions toward staff salaries, equipment and capital development.

Federal funding assistance is largely channelled through the Department of Social Security and the Department of Health, the Department of Social Security providing various forms of assistance to voluntary associations through the already-mentioned Handicapped Persons (Assistance) Act, 1974. Assistance is also provided under the terms of the Aged or Disabled Persons Homes Act, 1954-1974, which seeks to encourage eligible organizations to provide residential accommodation for aged or disabled people. Under this Act subsidies on a 66 2/3% basis are paid to eligible organizations to help with the cost of providing accommodation for aged and/or disabled people. Further assistance can be provided under the terms of the National Health Act, 1953 (Section 9A), which ensures provision of those

1. Activity Therapy Centres are facilities designed to promote the personal development of handicapped adolescents and adults who do not require constant care and attention, but who nevertheless need special facilities to enable them to gain maximum independence and self-sufficiency. Personal and social development for each client is the prime objective of Activity Therapy Centres.

aids, appliances and pharmaceutical benefits necessary for the treatment or rehabilitation of a sick or disabled person and through subsidies on a \$4 to \$1 basis towards the purchase of motor vehicles for the transport of handicapped people.

Indirect Federal assistance to voluntary associations is provided through the various terms of the Social Services Act (1947-1977), by which invalid pensions and allowances, such as Living Away From Home Allowance, Handicapped Child's Allowance and Assistance for Isolated Children, provide a financial base from which parents can draw for their contributions to voluntary association services.

Federal Department of Health assistance to voluntary associations is provided under the National Health Act of 1953 and the Nursing Home Assistance Act of 1974. Under the 1953 Act, subsidies of up to \$11.80 or \$17.80 a day are payable to approved nursing homes according to the degree of care required. Under the 1974 Act, assistance is in the form of deficit funding, the patients using the greater part of their invalid pension to pay for the services, with the Department making up the remainder of the costs.

Since 1973, further assistance to voluntary associations has been provided by the Schools Commission through its allocation of funds to Departments of Education for expenditure on non-government special schools. In Queensland in 1977 \$661,500 was allocated and for 1979 \$690,000 has been made available to the Department of Education to assist in the subsidy of these schools.

B. STATE GOVERNMENT ASSISTANCE

The development of state government assistance to voluntary associations does not exhibit the legislative base of Federal assistance; rather the story is of evolutionary ad hoc provision.

During the first two decades after World War II, when the state education authority was reluctant to accept responsibility for the education of severely handicapped children, emerging voluntary associations turned to the State health authority for recognition and financial support. By the 1960's, such support was generally forthcoming and in Queensland the Department of Health began to subsidize the activities of several voluntary associations, particularly those concerned with severe intellectual handicap.

Voluntary associations concerned with the provision of education facilities for handicapped children progressively have attracted subsidies from an Education Department increasingly becoming aware of its responsibilities, whilst the Department of Children's Services has taken an increasingly active role in the encouragement and subsidy of associations providing residential and counselling facilities for children and people exhibiting social maladjustment and emotional problems.

With this assistance from governments, voluntary association efforts have led to the establishment of a relatively wide network of provisions. Furthermore, largely as a result of their efforts, public attitudes to the handicapped have been modified, a new professional interest in the handicapped has emerged, and life within the community is now possible for many handicapped persons who in former years would have lived in seclusion and in total dependence on others. It is also in large measure a consequence of their activities that governments in Australia have been prompted to change

their approach to the problems of the handicapped, and to have progressively increased their support to the activities of the voluntary associations in recent years.

Some of the larger voluntary associations receive subsidies from more than one state department. Current methods of accounting make it very difficult to arrive at firm figures for each department and their individual contributions to voluntary associations; however, the Department of Education provides a breakdown of its financial assistance to the educational services of voluntary associations. Figures for 1977 are shown in the following Table 2.

C. GOVERNMENT ASSISTANCE AND VOLUNTARY ASSOCIATION FINANCES

Despite the increasing involvement of government in the funding of voluntary association services, charitable contributions still play a very important role. Contributions are derived from such traditional sources as donations, legacies and bequests and also from increasingly sophisticated methods of fund raising such as state-wide art unions and quests.

The importance of this revenue is demonstrated by Queensland Sub-Normal Children's Welfare Association figures for all its programs for the year 1977-1978. In that particular year total operating costs were \$5,970,589. Government subsidies amounted to \$4,056,433 (62%), client contributions, e.g. boarding fees, income from sheltered workshops etc. to \$712,988 (11%) and association funds from fund raising, donations, legacies, bequests etc. contributed \$1,761,954 (27%).

Finances of the Queensland Spastic Welfare League for the same period show a somewhat different pattern, with lesser dependence on government assistance and a higher component provided by fund raising and other activities. Total operating costs were \$2,104,150. Of the total income government subsidies amounted to \$957,472 (40%), client contribution to \$353,589 (15%) and fund raising etc. contributed \$1,100,306 (45%).

It should be noted that the financial contributions outlined above cover *all* services provided by voluntary associations. A breakdown of figures giving the relative contributions to educational services is not available. It is, however, reasonable to assume from the Department of Education figures that a higher proportion of government moneys *vis à vis* voluntary association contribution is expended on such services. (Table 2)

It is evident that fund raising still plays a very important role in many voluntary associations in Queensland. Even where a higher percentage of costs is met by government, fund raising by the voluntary associations plays a significant part in the provision of services.

4. VOLUNTARY ASSOCIATION PROVISION

The vast majority of voluntary associations register as Charitable Bodies with the Department of Justice. In 1978 the Charities Section listings showed that 60 voluntary associations concerned with handicapping conditions were registered in Queensland.

TABLE 2

FINANCIAL ASSISTANCE TO VOLUNTARY ASSOCIATIONS & CATHOLIC EDUCATION CENTRE

STATE EDUCATION DEPARTMENT - 1977

Association	Subsidy on Salaries includ- ing Superannuation	Equipment and Materials... Services and Incidentals	Cleaning	Transport	Total
Association for the Welfare and Education of Deaf Children in Queensland	22,444.48	1,876.00	947.71		25,268.19
Autistic Children's Assoc- iation of Queensland	121,400.92	5,110.00	4,631.06	25,229.00	156,370.98
Catholic Education Centre for Deaf Children	27,476.15	1,195.60			28,671.75
Multiple Handicapped Assoc- iation of Queensland	114,271.44	11,351.20		32,896.00	158,518.64
Noah's Ark Toy Library of Queensland	11,821.64				11,821.64
Queensland Spastic Welfare League	189,352.36	9,539.60	2,364.15	52,208.00	253,464.11
Queensland Sub-Normal Children's Welfare Assoc.	1,527,238.05 + Workers Comp. 9,056.12	227,612.00	76,968.56	280,226.46	2,121,101.19
Royal Queensland Bush Children's Health Scheme	18,889.15				18,889.15
Specific Learning Difficult- ies Assoc. of Qld.	13,517.46				13,517.46
Spina Bifida Assoc. of Qld.	15,310.44				15,310.44
TOTAL	2,070,778.21	256,684.40	84,911.48	390,559.46	2,802,933.55

The Advisory Council for Special Education made efforts to meet or contact most of the major associations registered, together with any others that were known to Council members. The information gained from these contacts is presented in Tables 3 and 4; a descriptive list appears in Appendix 1.

Table 3, which groups voluntary associations according to handicap, shows the main areas of handicap in support of which voluntary associations have developed and the historical sequence of voluntary provision. The interest in and early involvement of voluntary associations with the handicaps of visual and hearing impairment is clearly shown. Associations dealing with physical handicap also tend to be of earlier origin whilst, not unnaturally, the newer associations seem to be involved with further specific handicaps such as spina bifida, coeliac disease and learning disabilities, with provisions at pre-school and/or post-school levels, or with the social casualties of modern society.

It is significant that the acceleration in the growth of a Welfare State in post-war years has not led to a drop in the numbers of voluntary associations, but has indeed led to a proliferation of them in response to the increasing awareness that has accompanied statutory welfare rights.

Several voluntary associations have long and interesting histories which often mirror the changes and needs of particular periods. The Queensland Wattle League, for instance, had its origin in an Arts Appreciation Group set up in 1910 which, during the 1914-18 war and its aftermath, concentrated on the welfare of widows and orphans. In 1927 it reverted to its original function but, with increasing awareness and involvement in various charitable causes, in 1958 it became committed to the welfare of the intellectually handicapped and to any other handicapped person who was referred to the organization.

The Red Cross originally ran a handicraft program for returned soldiers. As these numbers diminished the organization increasingly, from 1975, directed its attention to intellectually and other handicapped people who were admitted to its workshop program.

A. THE EDUCATION OF HANDICAPPED CHILDREN OF SCHOOL AGE.

Table 4 groups the voluntary associations by area of handicap and by main function. It will be appreciated that several associations fulfil multiple functions; for example the Queensland Sub-Normal Children's Welfare Association provides not only educational services, but also support and counselling, interest groups, vocational training, rehabilitation and therapy services and residential accommodation.

The table shows that five voluntary associations provide education to school-age handicapped children in Queensland.¹ The Queensland Sub-Normal Children's Welfare Association provides for 1,050 moderate to severely intellectually handicapped children state-wide, and employs 108 teachers and 57 Ancillary staff. The Multiple Handicapped Association of Queensland provides for 52 children with a multiplicity of handicaps at its centre in Brisbane and employs seven teachers and five ancillary staff. The Autistic Children's Association of Queensland provides for 20 children with autistic and allied handicaps in Brisbane and employs eight teachers and four ancillary staff. Most of the educational services originally provided by the

1. In addition, the Catholic Church, through its educational and residential facilities at Boys' Town, Beaudesert, provides for 96 boys with problems of social adjustment and employs 11 teachers.

Table 3
Voluntary Associations Grouped According to Handicap
and Year Established

	Prior to 1950	1950 - 1959	1960 - 1969	1970 →
VISUAL IMPAIRMENT	1897 Queensland Braille Writing Assoc. 1917 Queensland Soc. of Blind Citizens 1939 Aurora Foundation for the Blind 1939 Welfare Assoc. for the Blind		1943 Training & Placement Centre for the Blind 1944 Guide Dogs for the Blind 1965 Lady Nell Seeing Eye Dog	
HEARING IMPAIRMENT	1903 Queensland Deaf Society 1946 Australian Assoc. for Better Hearing	1953 Assoc. for the Pre-School Education of Deaf Children		1972 Assoc. for the Welfare & Educ. of Deaf Children in N.Q.
PHYSICAL HANDICAP Including orthopaedic handicap & spina bifida	1932 Queensland Soc. for Crippled Children 1949 Queensland Spastic Welfare League	1952 N.Q. Society for Crippled Children 1957 Multiple Sclerosis Society	1960 Paraplegic Welfare Association	1970 Spina Bifida Association
INTELLECTUAL HANDICAP		1953 Queensland Sub-Normal Children's Welfare Assoc.		1970 Uniting Church (formerly Presbyterian) 1973 MACH 1 1974 Assoc. for the Developmentally Young 1976 Down's Syndrome Association
MULTIPLE HANDICAP			1947 Multicap	
LEARNING DIFFICULTIES			1969 SPELD	1976 CHILD
ARTIST			1967 Autistic Children's Assoc.	
EMOTIONAL & PSYCHIATRIC DISTURBANCE		1951 Queensland Mental Welfare Assoc.	1964 Lifeline 1967 Shaftesbury Citizenship Centre 1968 New Life Centre	1971 Crossroads
ISOLATION	1955 Royal Bush Children's Health Scheme		1969 Contact	
OTHER			1965 Asthma Foundation 1969 Diabetic Assoc. of Qld. 1969 Epilepsy Assoc.	1974 Qld. Coeliac Society 1977 Brisbane Hyperactivity Assoc.
ALL HANDICAPS		1958 Qld. Wattle League	1968 Aid Retarded 1968 Qld. Tape Services for the Handicapped	1975 Red Cross 1975 Noah's Ark Toy Library 1976 SIRRA

Table 4
Voluntary Associations
Grouped According to Main Functions

	EDUCATIONAL SERVICE GROUPS	SUPPORT AND COUNSELLING GROUPS	PARENT/HANDICAP INTEREST GROUPS	VOCATIONAL TRAINING, REHABILITATION & THERAPY GROUPS	TECHNICAL ASSISTANCE GROUPS	RESIDENTIAL ACCOMMODATION & SUPPORT GROUPS	WELFARE GROUPS	MEDICAL SUPPORT GROUPS
VISUAL IMPAIRMENT		Queensland Society for Blind Citizens		Old. Training & Placement Centre for the Blind; Aurora Foundation	Lady Nell School Guide Dogs for the Blind; Old. Braille Writing Assn.		Welfare Assn. for the Blind	
HEARING IMPAIRMENT	Assn. for the Welfare & Education of Deaf Children in North Qld.	Queensland Deaf Society		Australian Assn. for Better Hearing; Qld. Deaf Society		Queensland Deaf Society		
PHYSICAL HANDICAP Including Cerebral Palsy & Orthopaedic Handicap	Qld. Spastic Welfare League	The Asthma Foundation; Qld. Cerebral Society; Q.T. Australia; Brisbane Hyperactivity Association	The Asthma Foundation; Spina Bifida Association; Diabetic Assn. of Qld.; Brisbane Hyperactivity Association	Paraplegic Welfare Assn.; Multiple Sclerosis Soc.; Qld. Spastic Welfare League		Paraplegic Welfare Assn.; Xavier Hospital for Children; Qld. Spastic Welfare League; Qld. Society for Crippled Children; N.Q. Soc. for Crippled Children		Australian Kidney Foundation; Cystic Fibrosis Society; Qld. Cerebral Society; Q.T. Australia; Neumophilia Association
INTELLECTUAL HANDICAP	Q.S.C.N.A.		Downs Syndrome Assn.; Assoc. for the Developmentally Young	Q.S.C.N.A.; NACR I Waiting Church		Waiting Church		
MULTIPLE HANDICAP	Multicap			Multicap				
EMOTIONAL & PSYCHIATRIC DISTURBANCE		GNOW; Crossroads; Lifeline	Mental Health Assn. of Qld.	Shaftesbury Citizenship Centre		Crossroads; New Life Centre; Qld. Mental Welfare Assn.		
EPILEPSY		Epilepsy Assoc. of Qld.	Epilepsy Assoc. of Qld.					
ISOLATION							Contact	Royal Bush Children's Health Scheme
LEARNING DIFFICULTIES	CHILD		SPELD					
AUTISM	Autistic Children's Assn.					Autistic Children's Assn.		
ALL HANDICAPS		Little King's Movement	Assoc. for the Welfare of Children in Hospital; Children's Foundation	S.N.A.R.A.; Aid Retarded Persons Assn; Red Cross; Old Mattle League	Old. Tape Service for the Handi- capped; Noah's Ark Toy Library	Aid Retarded Persons Assn.	Brisbane Tram & Bus Employees C.C. & O Welfare Fund; Red Cross	

Queensland Spastic Welfare League have been taken over by the Department of Education, but the League still provides for 30 children with cerebral palsy, who have the additional characteristic of severe intellectual handicap, at Longland House, Brisbane. It employs five teachers and 11 ancillary staff. In Townsville, the Association for the Welfare and Education of Deaf Children in North Queensland provides for six children with hearing handicaps and employs one teacher and one ancillary staff member (1977 figures).

In all the above centres, virtually all of the recurrent education costs such as salaries, operating costs, transport and equipment are met by the State and/or Commonwealth Governments.

There are two voluntary associations which are involved with orthopaedically and physically handicapped children and which, while not offering educational services, provide school premises, residential facilities and some therapy services. The North Queensland Crippled Children's Association owns the Cootharinga Home in Townsville, where the Department of Education is responsible for a school for 52 children. The Queensland Society for Crippled Children provides the Montrose Home in Brisbane where the Department of Education operates a school for 84 children. The Society also provides residential facilities and therapy services.¹

B. THE EDUCATION OF HANDICAPPED CHILDREN OF PRE-SCHOOL AGE

In addition to the provision made by voluntary associations for the education of school-age children, the recognition of the vital importance of early education programs for the handicapped has led to voluntary association involvement in pre-school provision. This involvement has been influential in the evolution of pre-school education for children with handicap in Queensland; the pattern of development which has evolved is illustrated by the case of the Association for the Pre-school Education of Deaf Children. This association was formed in 1953 by a group of concerned parents who established early education programs for hearing impaired children, the responsibility for these programs being eventually assumed by the Department of Education. Largely as a result of the efforts of such groups the importance of pre-school provision was recognized by the Department, so that today all the Department's specialist schools for those with sensory and physical handicaps provide pre-school facilities.²

The apparently inevitable lag in provision for the intellectually handicapped has led to the formation of parent groups such as the Association for the Developmentally Young, which provides a pre-school in Brisbane for the moderate/severe intellectually handicapped, and the Down's Syndrome Association which has operated as a very successful pressure group in bringing the needs of Down's Syndrome children to the attention of government. The Queensland Sub-Normal Children's Welfare Association has responded by instituting pre-schools in several of its centres, and the Uniting Church in 1976 set up the W.R. Black Handicapped Children's Centre to cater specifically for residential and pre-school needs of the intellectually handicapped. After a period of subsidising the cost of the pre-school, the Department of Education, as we noted earlier, took full responsibility for the school in 1978, and also assumed responsibility for the early

1. In addition, Xavier Hospital provides premises for the school.

2. See Table 1 on P.14.

education program commenced at the W.R.Black Home for day pupils, re-locating this program at the Baroona Opportunity School. These recent actions illustrate growing voluntary association and government concern for the early education of the intellectually handicapped.

C. THE EDUCATION OF HANDICAPPED PERSONS OF POST-SCHOOL AGE

In contrast to the relatively recent recognition and government acceptance of the pre-school needs of the handicapped, post-school needs won early recognition but still await total government support. In such a situation it is not surprising to note (Table 4) the large number of voluntary associations which provide vocational training, workshops, rehabilitation and activity therapy groups. With government involvement confined to subsidies, such as those paid under the Department of Social Security's Handicapped Persons Assistance Act, 1974, the post-school needs of the handicapped have largely been catered for through the efforts of the voluntary associations. In this particular area it is interesting to note that all handicap groups are in similar positions.

Table 4 also shows areas in which provisions are lacking and areas for potential voluntary association expansion. Technical assistance for all handicap groups, excepting the visually impaired, is virtually non-existent. Welfare groups providing financial assistance for the modification of homes or low-interest loans are also very few. Social-emotional handicaps are a growing problem in modern society, yet voluntary assistance here is confined to a few small groups. In the field of mild intellectual handicap the Department of Education has taken full responsibility for the compulsory school years, but pre-school and particularly post-school needs, though extremely important, have not yet been met.

6

CHANGING ROLES OF VOLUNTARY ASSOCIATIONS

After many years of partial financial support from governments, and gradual assumption of government responsibility in many fields, the year 1973 saw Federal Government moves which could signal in those states where this had not been realized (New South Wales, Victoria and Queensland), the ultimate fulfilment of a major aim of many voluntary associations: that of full government responsibility for the education of all children.

This step was recommended in the Karmel Report, *Schools in Australia: Report of the Interim Committee for the Australian Schools Commission*, 1973. The action of the Federal Government in accepting the Committee's recommendation to grant enabling funds for the states to assume responsibility for the education of all children was not entirely unexpected. For example, as a result of submissions made to it, including those from voluntary associations, the Senate Standing Committee on Health and Welfare had recommended in 1971 that "... those states which have not taken full responsibility for the provision of free and compulsory education for all handicapped children should take immediate steps to do so."

Recognition of the right of all children to education, regardless of degree of handicap, has been a major aim of the voluntary movement in Australia for some 25 years. Yet the action of the Karmel Report has presented voluntary associations with their greatest challenge since their formation: the challenge of how to respond to the current willingness of governments to take up the educational responsibility which, in the past, they, the voluntary associations, alone were prepared to shoulder.

After two decades of successful development of schools, there are signs that some voluntary associations will be reluctant to relinquish the control of these programs. While most associations were formed with an aim of obtaining statutory educational services for handicapped children, some, as a result of their past activities and commitments, inevitably see themselves as long-term providers of such services.

The phenomenon of government assumption of responsibility for roles previously implemented by voluntary associations is not one confined to Queensland or to Australia. Rather it represents a world-wide trend, as governments accept the rights of the handicapped to services already available to non-handicapped citizens.

These world-wide trends encompass issues such as the right to education, responsibility for the provision of services and the roles of voluntary associations and governments in the education of persons with handicap.

1. THE RIGHT TO EDUCATION

The rights of the handicapped to education have been emphasized overseas and in Australia in a number of reports and in some legislation; some examples follow.

At the international level, the United Nations has consistently

reiterated the right to education as a fundamental right:

Article 26 of the *Universal Declaration of Human Rights* proclaimed by the General Assembly of the United Nations in 1958 declared that: "Everyone has the right to education."

Principle 5 of the *Declaration of the Rights of the Child*, adopted unanimously in 1959, more specifically stated that:

The child who is physically, mentally or socially handicapped shall be given the special treatment, education and care required by his particular condition.

More recently, (1971) the United Nations focussed its attention on mentally retarded children, stating in its *Declaration on the Rights of Mentally Retarded Persons*:

1. The mentally retarded person has, to the maximum degree of feasibility, the same rights as other human beings.
2. The mentally retarded person has a right to proper medical care and physical therapy and to such education, training, rehabilitation, guidance and training as will enable him to develop his ability and maximum potential.

A similar perspective is evident in legislation recently proclaimed in the United States. *Public Law 94-142: The Education of All Handicapped Children's Act, 1975* establishes the right of every American child, including the most severely handicapped, to an education. The goal of the legislators is:

to assure that all handicapped children have available to them ... a free and an appropriate education which emphasizes special education and related services designed to meet their unique needs.

On the Australian scene, four recent national reports have acknowledged the rights of handicapped people to appropriate education.

Australia - *Report on Mentally and Physically Handicapped Persons in Australia - Standing Committee on Health and Welfare, 1971:*

The Committee supports the principles that education is the right of every child and that education should be free and compulsory. Those states which are not providing free education for particular sections of the handicapped population are in fact discriminating against the basic rights of a fairly large section of the community. If they are unable to meet their responsibilities for financial reasons, special purpose grants from the Federal Government should be made available. (p.25)

Australia - Martin, G.S.: *Social/Medical Aspects of Poverty in Australia. Commission of Enquiry into Poverty. Third Main Report, 1976:*

Mentally retarded children have the same right as other children to receive their equivalent of schooling at government expense. The Commission recommends that day training facilities should be provided free for all retarded children. (p.55)

Australia - *Families and Social Services in Australia* - Report to the Minister for Social Security, Vol. 1, 1977:

The social and emotional needs of disabled children are also the same as for other children. They need security and affection and the opportunity to learn and to interact with other young children. Many children with one impairment are normal in other respects and are capable of participating in activities undertaken by children who are not handicapped. This means that appropriate treatment requires a pattern of health, welfare and educational services that can provide differentiated help to disabled children and indeed throughout their lifetime: the range of services should be capable of meeting the specific needs of each handicapped child or adult and include programs to meet individual needs with general services or by specialists in special facilities where necessary. (pp. 70-71)

Australia - *Report of the Royal Commission on Human Relationships*, Vol. 5, 1977:

Handicapped children have a right to a free and appropriate education. The aims of this education should be the same as for any child: to give him opportunities to develop his capacities and, as far as possible, to become a mature, autonomous and responsible individual. (p.128)

2. RESPONSIBILITY FOR THE PROVISION OF SERVICES

Furthermore, a number of reports have addressed themselves to the issue of government responsibility for the provision of services; most would vest this responsibility specifically in state departments of education.

First International Conference on Legislation Concerning the Disabled (Rome, 1971):

The Conference was in full agreement that governments accept major responsibility and play a main role in the development and provision of rehabilitation services for all persons with physical and mental disabilities. This responsibility should be defined in the legislation of the nation, which should make provision for the financing and administration of all relevant services.

With specific reference to legislation concerning educational services for the disabled, the Conference agreed:

The Ministry of Education or its equivalent should have the responsibility for education, including the education of the handicapped.

In Australia, throughout this decade, at least three National Committees have urged the assumption by education departments of the responsibility for providing education for children with handicap. For example, the report of the Standing Committee on Health and Welfare, in 1971: *Mentally and Physically Handicapped Persons in Australia*, stated:

It is said that no child is ineducable and many witnesses felt that at the present time it was inappropriate for State Health or Mental Health Departments to provide and administer educational facilities such as Day Training Centres. The provision of these facilities is the prerogative of the Education Departments, and those States not already doing so should transfer responsibility for the education of handicapped children to their Education Departments. (p.25)

The Interim Committee of the Australian Schools Commission in its 1973 report: *Schools in Australia*, made particular comments on the organization of special education and noted that about 85 per cent of children receiving full-time special education were in government schools, while the remainder were in schools run by voluntary bodies or in schools operated by church authorities, the voluntary bodies being most active in the three larger states. The Committee cited cases where the responsibility for supervising the activities of voluntary bodies was not entirely in the hands of the Departments. The Committee stated its belief:

that in the great majority of cases the diffusion of effort and resources in this way is wasteful and often deleterious to the education of the children concerned. (p.111)

It affirmed the belief that the interests of handicapped children would best be served if responsibility for their education were placed in the hands of State Education Departments. The Committee was careful to point out that it was advocating the reorganization of 'educational responsibility' and did not wish to confuse educational responsibility with overall responsibility.

Four years later, these recommendations were endorsed by the *Royal Commission on Human Relationships*, in Volume 5 of its 1977 Report:

As recommended by the Karmel Committee, Education Departments should assume responsibility for educating children in institutions and in hospitals and greater subsidies should be given to voluntary schools. Education Departments also need to assume responsibilities for handicapped children from the time when they can first benefit from educational programs. (p.124)

We are concerned about the apparent lack of educational facilities for children of normal intelligence who are receiving long-term medical care in hospitals or institutions. We are equally concerned about the lack of schooling for many children in institutions for the mentally handicapped. Education Departments should ensure that no one child is missing out on appropriate schooling. (p.128)

3. THE ROLES OF VOLUNTARY ASSOCIATIONS AND GOVERNMENT IN THE EDUCATION OF CHILDREN WITH HANDICAP

Some recent Australian reports have considered the special role played by voluntary organizations; the strengths and limitations of such organizations have received comments. Two illustrations are provided:

The Report and Recommendations of the Commission of Enquiry into the Nature and Extent of the Problems Confronting Youth in Queensland (1975) was concerned with voluntary community work rather than with voluntary association schools. Nevertheless, its comments have applicability to the education scene:

It follows from what has been said that the Commission sees enormous value in the work of voluntary organizations within the community. Each year millions of man-hours of work are performed at no cost to the community by people, young and old alike, within churches, uniformed organizations, sporting bodies, service clubs and a host of cultural and recreational associations. All of this brings tangible benefits to the youth of Queensland, and to the community generally.

The Commission would not like to see this volume of activity diminished in any way by the implementation of any of its proposals. *Where the Commission has recommended increased Government activities*, it is not expected that this should result in any diminution in voluntary community work. Rather Government should encourage and support voluntary community work, and by easing some financial burdens, enable the expansion of voluntary community work.

In particular, Government needs to be aware of the inroads it makes into the effectiveness of community organizations, when it attracts some of the handful of qualified and paid professional people, working for community organizations, into the Public Service. Inflation makes it increasingly difficult for community organizations to compete with the wages that Government can afford to pay. Yet without these paid people, the community organizations, which offer most of their service through voluntary work, will have great difficulty functioning.

In the Commission's view, in all of the diverse areas of activity which have been discussed in this report, success cannot be achieved without the contribution that volunteers make, and this should be generally recognized and encouraged. (pp.25-26)

The First Main Report of the Commission of Inquiry into Poverty (1975) drew attention to the need for the preservation of the independence of voluntary associations:

Funding from government departments will not always be acceptable to voluntary organizations and if they are to remain independent organizations, able to undertake social action, private funding must still play an important part. Private trust funds have played a significant part in pioneering new programs and new organizations, and will continue to have an important innovative role in the future.

A variety of funding methods and sources not only helps preserve the independence of a recipient body but encourages a variety of approaches and makes it more probable that funds will reach disadvantaged groups. (p.112)

At the same time, it made reference to the limitations of some voluntary association services:

It must be recognized ... that lack of finance is not the only limitation of the voluntary welfare organizations.

Since each caters for its own chosen group, they do not add up to a complete coverage of all those who need some form of help. Moreover, many of these bodies are not well organized, lack professional skills, and fail to evaluate their work and to adapt to changes in society. (p.113)

The effects of the typical sequences of developments within voluntary associations have been studied by a number of theorists, e.g. Katz¹, Zald² and Ash², Faber³, and Walter⁴. An extensive analysis was undertaken by Wolfensberger⁵. His conclusions are in essence those expressed by the other theorists.

Wolfensberger looked at role development in voluntary associations, particularly in relation to the operation of services. He identified the problem of determining whether voluntary groups should distinguish between obtaining and providing services as one which most groups experience.

Wolfensberger collated the arguments which have been advanced both in favour of and in opposition to the operation of educational services by voluntary associations. A summary of his findings follows:

Arguments in support of voluntary association operation of educational services:

- i) Voluntary associations composed extensively of parents are close to the handicapped, know their needs best, and therefore represent them best.
- ii) Government cannot be entrusted with the operation of services. Public services become bureaucratic and unresponsive to changing needs. The only way to assure the quality of services is to have them operated privately, associations being the logical bodies to do this.
- iii) There is not enough money to run all the necessary services. Consequently services have to rely heavily on donated volunteer labour; the necessary volunteers will be attracted to and inspired by voluntary associations rather than by public agencies.
- iv) Without a direct services involvement, associations will see no purpose for further existence, and activism and membership will evaporate.

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1. Katz, A.H. 1961. *Parents of the Handicapped: Self-organised Parents' and Relatives' Groups for Treatment of Ill and Handicapped Children*. Charles C. Thomas, Springfield, Illinois.
 2. Zald, M.N. & Ash, R. 1966. *Social Movement Organisations' Growth, Decay and Change*. *Social Forces*, 44, March 1966.
 3. Faber, B. 1968. *Mental Retardation - Its Social Context and Social Consequences*. Houghton Mifflin, Boston.
 4. Walter, L.S. 1976. *Evolution and Revolution in the Growth & Management of Voluntary Organizations for the Retarded*. Report of the First Joint Conference of Australian Association for the Mentally Retarded and Australian Group for Scientific Study of Mental Deficiency, Canberra 1976.
 5. Wolfensberger, W. 1973. *The Third Stage in the Evolution of Voluntary Associations for the Mentally Retarded*. The International League of Societies for the Mentally Handicapped and the National Institute on Mental Retardation, Toronto 1973.

Arguments against voluntary association operation of educational services:

- i) In situations requiring change, associations may have become too strongly identified with their services to change their perception of their role, so that, quite commonly, operating a service becomes an end in itself. Thus, when service systems are built, when large staffs are hired, and when associations become identified with buildings, money and power, it becomes increasingly difficult for them to adapt to changing conditions.
- ii) When people have made commitments to a system and have become identified with it, they are less capable of seeing its weaknesses, of criticizing it, or of suggesting alternatives. With respect and success comes complacency.
- iii) It is difficult for people intimately identified with a specific service to look at larger problems, larger geographical service areas, and larger potential target groups. Local associations find extreme difficulty in amalgamating to operate regional service systems.
- iv) The energy of the relatively small number of capable and dynamic leaders in associations is taken up in day-to-day administration which can adequately be done by hired professionals. Voluntary leaders are thereby sidetracked from monitoring existing services and/or instituting new approaches.
- v) Expansion of services brings increasing bureaucratization, leading to lack of personal contact and individualization.
- vi) In order to provide a number of services, associations must usually depend on government for subsidies, thereby becoming indebted and obligated to it. The associations may refrain from pressuring the government in other areas and from speaking boldly on controversial issues. Once a voluntary association loses its autonomy in an effort to obtain or maintain public funding, it loses most of its identity as a voluntary association, and thereby approaches the identity of a government body. In doing so, it may begin either to duplicate functions of existing public bodies, or at least perform functions which could be performed by such bodies. At the same time, by failing to concentrate on functions that can be performed best, or perhaps only, by voluntary bodies, it will leave very serious gaps.
- vii) Once associations receive substantial public funding, this income becomes one of the major interests they have to protect. In many instances this can result in an inability to differentiate between benefits to the association and benefits to the handicapped clients. When subsidies are paid on a per capita basis, associations are loath to "lose" clients to other agencies, whose services may be more appropriate to their needs.
- viii) It is part of the process of normalisation not to be stamped with the stigma of being different. Being served by a voluntary association is more stigmatising than being served by a public agency that serves a diversity of children or adults.
- ix) The movement towards physical and social integration of the handicapped is hampered by the inability of voluntary associations to cater for or attract the non-handicapped to their programs.

In summary, the arguments in favour of the involvement of voluntary associations in the provision of services emphasize their more intimate

knowledge of the handicapped, their lack of bureaucratization, the commitment of volunteer labour, and their need for a direct services involvement in order to maintain their membership and their existence.

By contrast, the arguments which oppose the direct services function of these associations highlight factors such as: their resistance to changes as they become too strongly identified with their funding sources and their likely inability to appraise critically or to widen their services; the involvement of leaders in day-to-day functioning at the expense of their filling innovatory roles; their increasing bureaucratization; their indebtedness to government which limits their pressure group function and, at the same time, lessens their autonomy and threatens their identity; their possessive feelings towards their clientele; the stigma which attaches to provisions by a voluntary rather than a public agency; and, finally their inability to foster integration of the handicapped.

4. THE QUEENSLAND SCENE

These two sets of arguments apply with differing force and relevance to the five voluntary associations offering educational services to the handicapped in Queensland.

In its deliberations on this issue, the Council had access to data provided from a recent evaluation study, its own survey of qualifications of teachers, and the concerns conveyed to the Council by voluntary organizations and members of the community.

A. EVALUATION OF PROGRAMS FOR THE MODERATELY AND SEVERELY MENTALLY HANDICAPPED

Berry, Andrews and Elkins¹ recently undertook an evaluation of the programs of 36 facilities operated by voluntary organizations for the moderately and severely mentally handicapped in Queensland, New South Wales and Victoria. Their sample included three schools, three sheltered workshops, three residential programs and three activity therapy centres in each state. Their conclusions are relevant to considerations about service delivery:

The variability among the results for the facilities evaluated and within the groups of facilities, has been explicit... (p.119)

The wide variability among organizations in respect to their size, services offered, number of clients, the degree of external advice sought is apparent. Again, the need for staff training and development has been emphasized in this data, as has the lack of community involvement in voluntary group activities, and the need for a greater appreciation of the place of appropriate standards in service provision, and of the place of evaluation of services for the handicapped. (p.120)

Although the voluntary schools studied produced better evidence of a sound program for their clients than the other groups of facilities, they frequently did not integrate their activities with other related institutions (home, future work place and community). In terms of education for community living, the

1. Berry, P.B., Andrews, R.J., and Elkins, J., 1977: *An Evaluative Study of Educational, Vocational and Residential Programs for the Moderately to Severely Mentally Handicapped in Three States*. In press, AGPS.

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schools were sometimes sadly lacking, with little community development evident in their activities. Some of the educational programs of the voluntary organizations would benefit from close collaboration with State departments of education, and the need for pre-service and/or in-service training for all teachers of the mentally handicapped is again apparent from the results of the questionnaires. (p.122)

B. QUALIFICATIONS OF TEACHERS EMPLOYED BY VOLUNTARY ASSOCIATIONS

In its Interim Report,¹ the Council presented data from its survey of teachers in special schools. Schools operated by voluntary associations were included in the survey.

The findings are summarized in Table 5, which shows that where one of every five teachers employed by State departments had not received specialist training, this was the case for over half of those employed by the Queensland Sub-normal Children's Welfare Association. The position with the other voluntary organizations was variable, but across all these other groups nearly two-thirds were in this position.

Table 5
SPECIALIST TEACHING PREPARATION FOR SPECIAL EDUCATION
(A.C.S.E. Survey 1977)²

Employing Authority	Teachers responding		Respondents without special training	
	Number	%	Number	%
State Departments	672	72	125	19
Queensland Sub-Normal Children's Welfare Association	85	88	50	59
Autistic Children's Association of Qld	6	100	2	33
Multiple Handicapped Association of Qld	3	50	1	33
Queensland Spastic Welfare League	5	100	4	80
Queensland Training & Placement Centre for the Blind	5	83	4	80

1. Advisory Council for Special Education: *Interim Report to the Minister for Education and Cultural Activities*, December 1977.
2. Advisory Council for Special Education: *Interim Report to the Minister for Education and Cultural Activities*, December 1977.

C. CONCERNS EXPRESSED TO COUNCIL

Since 1976 the Advisory Council has met with representatives of virtually all the major voluntary associations in Queensland. In addition, the Advisory Council has received written submissions from voluntary associations, voluntary association staff members, parents of children cared for by voluntary associations, and from various individuals in the community. Through these contacts the Advisory Council has been made aware of many of the problems associated with the provision of services to the handicapped by voluntary associations (Appendix 2). It is recognized that a call for submissions is likely to be answered by those who perceive continuing difficulties or problems.

The overwhelming concern, as conveyed to the Advisory Council, has focussed on the need for government to provide services for the handicapped, particularly in the education of moderately and severely intellectually handicapped children. Typical of the written submissions which addressed this issue is the following extract from a letter written by the Brisbane mother of a severely handicapped boy, aged 15 years:

We would prefer that the government takes over the handling of education and training for handicapped children. Some voluntary facilities are well catered for, others are not, and if one agency (i.e. government) takes over, guidelines can be set down and people will know where they are. In any case, for some members of the community to be educated by the government and others not, because they are different, seems like discrimination and even a lack of basic human rights. Most parents who can adequately provide for the family and its needs find it very distressing for their handicapped child to have its education provided because of the generosity of the local Lions Club, etc.

The feeling that intellectually handicapped children are being discriminated against in the State's education system was the dominant theme in submissions and interviews. Not only do parents feel distressed at having to rely on charity for the education of their children, but they also report difficulties in placing certain children in facilities run by associations, particularly if the children have multiple handicaps or unusual handicaps which fall outside the ambit of the associations.

Some parents wrote of the strain of coping with a handicapped child, conducting normal family life and being expected to participate in fund raising activities. Others wrote of a feeling of subservience, engendered by an attitude in some facilities that they were lucky to have their child placed when others were not. In such an environment, criticism of services and programs was seen to be unwise, if not impossible.

Submissions from some voluntary associations and interviews with their representatives called attention to the need for government to accept responsibility for the cost of educating all handicapped children. Two associations urged that this responsibility be met through the extension of the State school system. One association in particular felt that the removal of this burden would enable it to expand post-school provision and initiate many other services.

One association, on the other hand, felt that fiscal responsibility should be instituted through its organization, and suggested that in meeting education expenses, governments should avoid procedures and guidelines which

could result in the organization replicating the public service model.

The Council found that this difference over the method of instituting total government funding - whether it should involve direct government delivery of service or whether the delivery should continue through existing organizations - to be a controversial and difficult question.

COUNCIL CONCERNS ABOUT THE EDUCATION OF PERSONS WITH HANDICAP

After reviewing the evidence available to it, the Council wishes to voice certain major concerns which it has about the existing educational services available to handicapped children. These concerns are highlighted by Council's views about education which are embodied in its statement of principles set out in Chapter 2 of this Report. The first five concerns relate to the provision of educational services, whether by government or non-government agencies.

1. CO-ORDINATION AMONG GOVERNMENT AGENCIES

The Council through its deliberations has become acutely conscious of problems which arise from the involvement of a multiplicity of government departments, both State and Federal, in various aspects of the education of handicapped persons.

There appears to be a marked lack of consultation and co-ordination among government departments and their various agencies and programs.

The need for increased communication and co-ordination among government departments and voluntary bodies has been expressed in submissions to Council.

2. AREAS OF UNMET NEED AND LACK OF CO-ORDINATION IN EDUCATIONAL SERVICES AND FRAGMENTATION OF ANCILLARY PROVISIONS

In its meetings with government agencies and voluntary organizations, Council has found wide gaps in the provision of appropriate educational services.

Throughout the state there are handicapped persons who, by virtue of their type of handicap, age and/or geographical location, do not have access to an education appropriate to their needs. These groups include, for example:

- . juvenile delinquents, children with emotional disturbance, learning difficulties, multiple handicapping conditions, mild intellectual handicap, severe intellectual retardation;
- . young handicapped children (in the age range 0 to 5 years), older adolescents and adults;
- . children in small communities.

Council has noted, too, the existence of inadequate support facilities and specialist personnel. Considerable concern has been indicated to Council about the need for increased ancillary facilities and staff to support the existing special educational programs available in the state.

Council has also noted that, in the allocation of resources and support from government, there is a danger that important, but numerically or organizationally weak segments of the handicapped community may continue to be overlooked in favour of the longer established, better organized

associations.

3. CHANGING NATURE OF THE HANDICAPPED POPULATION

The incidence of handicapping conditions present in a given community changes over time. For example, advances in medical science have led to a marked decrease in conditions such as poliomyelitis, plumbism and tuberculosis, and an increase in the number of children surviving with cerebral palsy and spina bifida. There is also a significant increase in the number of children with multiple handicaps. Such changing patterns have great bearing on future social and educational planning, and there is need for the community to be assured that such planning is undertaken.

4. QUALITY OF PROGRAMS

There has been little evaluation of the quality of education currently offered to persons with handicap in schools administered by government or non-government authorities. Council perceives the need for regular monitoring of programs so that the general quality of programs can be maintained, where adequate, and improved, where necessary.

With regard to voluntary associations, Council sees as one of their major strengths the potential for innovation; the monitoring recommended for all schools can be a major stimulus to such innovation.

5. QUALIFICATIONS OF STAFF

The quality of education received by persons with handicap is ultimately dependent on the quality of teaching staff.

Council is concerned that all teachers working with handicapped persons should have the appropriate special skills and expertise, the acquisition of which normally requires participation in specialist training courses. It notes with considerable alarm the situation obtaining at present, particularly in some voluntary association schools.

Furthermore, the specialist qualifications of some staff were obtained a considerable number of years ago. Major changes in the past decade or so in the philosophy and practice of special education and the need for continuing improvement of educational programs require that all teachers responsible for the education of handicapped people be regularly involved in professional development through formal and/or informal in-service teacher education programs.

6. VOLUNTARY ASSOCIATION SCHOOLS

Council holds a number of concerns that apply specifically to the voluntary association sector:

A. ACCOUNTING PROCEDURES

Council is concerned that moneys provided by government be directed towards those provisions and services that are most advantageous to the handicapped community.

Problems of accountability are heightened when, as is the case, voluntary associations derive funds not only from their own resources, activities and public appeals, but also from a multiplicity of government agencies, both Federal and State.

B. THE EXTENT OF PARENTAL INVOLVEMENT IN SOME VOLUNTARY ASSOCIATIONS

The majority of voluntary associations serving handicapped persons have their origin in parental concerns. With the growth of some voluntary associations and the associated development of bureaucratization, direct parental and community involvement has diminished.

C. ADMISSION PROCEDURES

Council is concerned that such criteria as the willingness of parents to engage in fund raising activities have been an important consideration for admission to some voluntary association establishments.

D. LACK OF TENURE

Council is concerned that continued availability of services for handicapped persons should not be jeopardised through any activity, inactivity or criticism of the association by parents or other advocates.

E. CONDITIONS FOR TEACHERS AND OTHER PROFESSIONALS

Council is concerned by evidence that teachers and other professionals employed by some voluntary associations do not receive benefits which public sector employees receive; conditions of employment should be comparable to those in the government sector.

THE RATIONALIZATION OF GOVERNMENT AND NON-GOVERNMENT ROLES IN THE EDUCATION OF THE HANDICAPPED

In making recommendations designed to achieve future rationalization of government and non-government activities in the education of handicapped persons, Council is concerned with the aim of securing optimal educational services for all handicapped people. This aim is, in Council's judgment, most likely to be realized if the principles enunciated in Chapter 2 are adopted. In brief, these involve the rights of all to an appropriate education; parental right of choice, where feasible, concerning the educational program in which a child is enrolled and parental right to participate in planning of programs; the rights of voluntary associations to develop services but, at the same time, the need for them when accepting government grants or subsidies to accept fiscal and program accountability requirements; and finally, the assumption by government of responsibility for the education of all handicapped as of all other children and, in discharging this responsibility, its right to offer programs through its own or other agencies.

1. RESPONSIBILITY FOR THE EDUCATION OF PERSONS WITH HANDICAP

At present there is no statutory provision governing the education of all handicapped persons. The Education Act 1964-1974 sets out the following provision for Special Education:

"Division IV - Special Education

26. PROVISION OF SPECIAL EDUCATION. For children who require such education on account of disability of mind or body there shall be provided special education that is to say education by special methods appropriate to the needs of such children.

Such special education as the Minister approves may be given -

- a) in special schools;
- b) in classes approved by the Minister for the purpose; or
- c) by any other means approved by the Minister for the purpose.

27. PARENT OF BLIND OR DEAF CHILD TO OBTAIN SUITABLE EDUCATION FOR SUCH CHILD. (1) Every parent of a blind or deaf child who is of the age of compulsory attendance shall cause such child to receive an education which, in the opinion of the Minister, is efficient and suitable ...

(2) The Minister may order, in writing, that a blind or deaf child of the age of compulsory attendance shall be sent to a special school.

(3) When the Minister makes an order pursuant to the last preceding subsection, he may by the same or a subsequent order in writing direct that each parent of a child who is required to attend a special school by virtue of such first-mentioned order and who so attends shall contribute towards the maintenance of such child at a special school in such amount and in such manner as the Minister from time to time directs.

A parent of such a child shall not, in any case, be directed or

required to contribute towards the cost of the instruction of such child at a special school."

The foregoing clauses of the Act make special reference to only two categories of handicap: deafness and blindness. The responsibility of the Minister for Education for children in all other categories of handicap is not made explicit.

The Backward Persons Act of 1938 "An Act to make Provision for the Education and Care, Treatment and Control of Backward Persons" is under revision. It currently defines a backward person as:

"Any person, other than a mentally sick person as defined in 'The Mental Hygiene Act of 1938', the development of whose mind has been arrested or is incomplete, whether such arrested or incomplete state was innate or induced after birth by disease, injury, or other cause, and who on account of such arrested or incomplete development is incapable of adapting himself to the normal environment of his fellows in such a way as to maintain existence independently of care, treatment, or control."

Under this legislation, the Director-General of Health and Medical Services, not the Director-General of Education, is charged with the administration of the Act, which provides for the assessment and educational placement of "backward" children over the age of six years.

As we have seen, programs for persons with handicap are currently developed and offered by -

the Department of Education
the Department of Health
the Department of Children's Services
the Catholic Education bodies, and by
various voluntary associations.

Such multi-agency involvement may result in at least three disadvantages:

i) There can evolve rigid categories of persons with handicap, each category being seen to be the responsibility of a particular government department or voluntary association. Contemporary views on the education of the handicapped call for a less rigidly categorized approach, which recognizes certain commonality of educational needs across groups of handicap as well as the specificity of educational and support programs required for some members of certain groups. Indeed this has been recognized in recent initiatives on the part of the Division of Special Education in admitting to its special education units and schools children with a wide range of handicap and in establishing a pilot early intervention program for children with a diversity of special needs.

ii) While certain handicapping conditions require specialist support services (such as therapies) if individual development and educational progress are to be assured, the educational component of the total program must be planned by educationists and executed by skilled teachers. Responsibility, when vested in departments other than the Department of Education, may result in failure to recognize this need or, where it is recognized, may lead to difficulties in ensuring adequate educational input.

iii) Some individuals, or groups of individuals with specific handicaps, may find themselves outside the perceived responsibility of any of the existing agencies.

Council believes a clear assumption by government of its responsibility for the education of all persons with handicaps is essential. This belief is fundamental to Principles 1 and 2:

Principle 1. The right of all handicapped persons to an appropriate education, without restrictions arising from age, geographical location, type of handicap or other circumstances.

Principle 2. The right of handicapped persons and their families to assurance that educational programs most appropriate to the needs of the handicapped are developed and implemented in the most effective way, whether the services be provided by the government or non-government sector.

Many programs for the handicapped are frequently multi-faceted, concerned not only with their education but also with their welfare, health and therapeutic needs and, in some cases, with their pre-vocational and vocational training. Responsibility for those aspects of the programs of a specific and distinct educational nature should clearly be vested by the government in its statutory education authority.

Under present legislation, the Department of Education is required to provide education to all children between the ages of six and fifteen; as we have seen the Department does provide education for certain handicapped children below this age range. In view of the well-documented special need for early educational intervention for children with handicap, Council believes the statutory responsibility of the government should be extended to all handicapped children from the time of birth or initial identification. Additionally, such children need and can profit from educational experiences beyond the statutory years of provision.

RECOMMENDATION 1.1:

THAT THE MINISTER FOR EDUCATION SEEK AMENDMENT TO THE EDUCATION ACT 1964-1974 WHEREBY THE PROVISION OF EDUCATION FOR ALL HANDICAPPED CHILDREN UP TO 18 YEARS OF AGE IS MADE THE STATUTORY RESPONSIBILITY OF THE MINISTER.

RECOMMENDATION 1.2:

THAT CONSEQUENTIAL AMENDMENTS BE MADE TO THE BACKWARD PERSONS ACT OF 1938.

2. ADMINISTRATION OF EDUCATIONAL SERVICES FOR THE HANDICAPPED

An assumption of government responsibility, through its education authority, for the education of handicapped persons, does not necessarily mean that the education authority should provide all such education services. Principle 8 is relevant here:

Principle 8. The right of government to enter into agreement with voluntary associations or non-government agencies as to the nature and quality of educational services to be provided with government financial assistance.

In addition, the education authority may choose to continue the present arrangement whereby educational services for some handicapped children are provided by other government departments but by arrangement with the Department of Education.

It is certainly not desirable that every educational service to the

handicapped be provided by the Department of Education. Two of the principles adopted by the Council would be in opposition to such a single authority.

Principle 3. The right of parents, where circumstances permit, to exercise choice in the educational placement of their children; a policy of exclusiveness of service delivery by either government or voluntary association contravenes this right.

Principle 6. The right of voluntary associations to develop services in areas of perceived need.

Acceptance of the principle of responsibility by the government does mean, however, that the State Department of Education must be in a position to assure the Minister, the government and the public that the responsibility is being fully and competently discharged.

RECOMMENDATION 2:

THAT THE EDUCATION REGULATIONS BE AMENDED TO PROVIDE FOR THE MINISTER TO APPROVE THE ESTABLISHMENT, SUPERVISION AND INSPECTION OF ALL EDUCATIONAL FACILITIES AND PROGRAMS FOR HANDICAPPED CHILDREN UP TO 18 YEARS WHETHER PROVIDED BY THE STATE OR SOME OTHER BODY.

Because so many agencies, including the State Department of Education, are presently involved in educational services for the handicapped, the Minister may well wish to ask the Advisory Council for Special Education to keep such education under continuous review. This would ensure that attention was focussed on state-wide planning and provisions for all handicapped persons.

RECOMMENDATION 3:

THAT THE MINISTER REQUEST THE ADVISORY COUNCIL FOR SPECIAL EDUCATION TO KEEP UNDER CONTINUOUS REVIEW PLANNING AND PROVISIONS FOR THE EDUCATION OF HANDICAPPED PERSONS THROUGHOUT THE STATE, AND PARTICULARLY TO MONITOR CHANGING PATTERNS IN THE INCIDENCE OF HANDICAP IN THE COMMUNITY.

As discussed earlier in this report, the voluntary associations are dependent to a significant degree on government funding. Where public moneys are utilized, there is a need for fiscal accountability. Indeed, where multiple sources of funding are involved, as they are in this area, there is need to ensure that there is rationalization of disbursement of the total public purse that is available for the education of the handicapped, so that equal benefit may be available to handicapped people wherever they live or whatever the nature of their handicap. Principles 9 and 10 emphasize the right of government, the public and the handicapped community to ensure that public funds are deployed in an approved fashion.

Principle 9. The right of government, in exercising its responsibilities, to determine public policies and set down guidelines for government financing, through subsidy grants or grants-in-aid, to non-government agencies.

Principle 10. The right of the Australian public in general and the handicapped in particular to assurance that expenditure of government moneys in services for the handicapped, by Federal and State departments and instrumentalities, be co-ordinated to ensure maximum advantage to handicapped persons, consistent with

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effectiveness of expenditure.

RECOMMENDATION 4:

THAT THE GOVERNMENT, THROUGH THE DEPARTMENT OF EDUCATION, ESTABLISH PROCEDURES RELATING TO ACCOUNTABILITY FOR EXPENDITURE OF GOVERNMENT ASSISTANCE BY ALL VOLUNTARY ASSOCIATIONS PROVIDING EDUCATION FOR HANDICAPPED CHILDREN.

At present, voluntary associations, as indicated in Chapter 5, derive finance from a variety of government sources (federal and state) as well as from their client group and their fund raising activities. Federal funds emanating from the Schools Commission are channelled mainly through the State Department of Education; other federal funds are paid directly to the associations. State funds are also disbursed directly to the associations. It is extremely difficult to ascertain the total government financial input (capital and recurrent) to the educational, as distinct from other, activities of the associations; this makes it impossible to determine whether particular organizations are receiving from the total pool of government funds a share appropriate to the numbers and educational needs of their clients.

Detailed analyses of educational expenditure incurred by the associations, together with specific indications of sources of funds, would seem to be critical to any rationalization of resources.

RECOMMENDATION 5.1:

THAT STATE GOVERNMENT FINANCIAL ALLOCATIONS TO VOLUNTARY ASSOCIATION SCHOOLS BE MADE UNDER APPROVED GUIDELINES FOR THEIR RECEIPT AND EXPENDITURE.

RECOMMENDATION 5.2:

THAT VOLUNTARY ASSOCIATIONS BE REQUIRED TO PREPARE DETAILED PUBLIC STATEMENTS ON FUNDING FROM ALL SOURCES FOR THEIR EDUCATIONAL PROGRAMS AND SERVICES AND THE AMOUNTS AND THE DISBURSEMENT OF SUCH FUNDS.

The dispersion of handicapped people throughout the State, together with the development within state departments of regionalization and the devolution of responsibility to regional authorities, suggest that there may be much to be gained by decentralization in the administration of education for the handicapped.

Educational services outside the metropolitan area are currently offered by voluntary associations, particularly the Queensland Sub-Normal Children's Welfare Association, in centres at Dalby, Mt. Isa, Bundaberg, Ayr, Maryborough, Gold Coast, Gatton, Ipswich, Gympie, Toowoomba, Rockhampton, Innisfail, Lawnton, Mackay, Kingaroy, Cairns, Townsville, Redcliffe, Roma, Nambour and Stanthorpe. The Queensland Spastic Welfare League has pre-vocational training workshops at Redcliffe, Maryborough and Rockhampton. The Association for the Welfare and Education of Deaf Children in North Queensland operates a unit for deaf children at Townsville. The North Queensland Crippled Children's Association provides residential facilities and therapy services at Townsville, and under the Queensland Bush Children's Health Scheme, residential facilities and therapists are available at Redcliffe, Yeppoon and Townsville.

Catholic Education in Queensland is decentralised, to the extent that five dioceses (Brisbane, Townsville, Rockhampton, Toowoomba and Cairns) are

responsible for the provision of such education.

In addition, the Special Education Units and Schools administered by the State Department of Education are located throughout the State.

The establishment of regional educational committees concerned with the education of the handicapped could well alleviate some of the concerns expressed by Council and by some associations and individuals. Such committees could perform the following functions:

- . ensure improved co-ordination among government agencies;
- . monitor the changing nature of the handicapped community and advise on future regional needs;
- . advise on the identification of individuals or groups with unmet needs;
- . co-ordinate ancillary services to the handicapped;
- . foster greater parental involvement in educational planning and services;
- . advise on the operation of program guidelines.

In order for such committees to be effective there would need to be full support by government departments, the voluntary associations involved and the catholic education bodies.

RECOMMENDATION 6:

THAT THE ADVISORY COUNCIL FOR SPECIAL EDUCATION PREPARE ADVICE FOR THE MINISTER ON WAYS OF CO-ORDINATING SERVICES FOR HANDICAPPED CHILDREN, PROVIDED BY GOVERNMENT AND NON-GOVERNMENT AGENCIES, AT THE REGIONAL LEVEL.

A move towards regionalization of services to facilitate co-ordination and planning would require that voluntary association schools for handicapped children be approved as individual schools. This practice would also facilitate the rationalization of special education services, especially in country areas where a number of school facilities may operate under the aegis of both government and non-government agencies. In these situations it is to be expected that economies in the costs of administration, staffing and transport would be effected.

RECOMMENDATION 7:

THAT GOVERNMENT ASSISTANCE TO VOLUNTARY ASSOCIATIONS TOWARDS THE OPERATION OF SCHOOLS FOR HANDICAPPED CHILDREN BE BASED ON THE APPROVAL OF INDIVIDUAL SCHOOLS, AND NOT BROAD AREAS OF PROVISION, TO ENSURE A RATIONALIZATION OF SPECIAL EDUCATION SERVICES AND ECONOMIES IN PROVIDING SPECIAL SCHOOLS AND SERVICES.

Previous discussion and recommendations have emphasized the need for the Minister to approve the establishment, supervision and inspection of all special education programs, the establishment of accountability procedures in the discharge of fiscal responsibilities by voluntary associations, and the need for financial allocations to voluntary associations to be made under approved guidelines.

The Council believes that it is important also that the changing needs of the handicapped population in Queensland be monitored, that there should

be increased co-ordination within government and between government and non-government agencies, and that planning of services and the quality and effectiveness of special school programs for handicapped children should be examined and continually reviewed. Further, in order for these diverse functions to be undertaken, Council believes it desirable for provision, through amendment of the Education Act 1964-1974, of a formal advisory body to provide advice to the Minister for Education on matters relating to the education of handicapped children. In stating this belief, Council is conscious of the need to avoid confusion between executive and advisory responsibilities. Council does not see itself as an administering body, but believes that if it were reconstituted as a statutory advisory body, it could perform a wider range of functions.

RECOMMENDATION 8.1:

THAT THE MINISTER FOR EDUCATION SEEK FURTHER AMENDMENT TO THE EDUCATION ACT 1964-1974 TO ESTABLISH AN ADVISORY COUNCIL FOR SPECIAL EDUCATION TO ADVISE ON MATTERS RELATING TO THE PROVISION OF SPECIAL EDUCATION.

RECOMMENDATION 8.2:

THAT THE MEMBERSHIP OF THIS RECONSTITUTED ADVISORY COUNCIL FOR SPECIAL EDUCATION INCLUDE TWO PERSONS AFFILIATED WITH VOLUNTARY ORGANIZATIONS RECEIVING GOVERNMENT SUBSIDIES FOR EDUCATION PROGRAMS OR RELATED SERVICES, AND/OR THE QUEENSLAND CATHOLIC EDUCATION COMMISSION.

RECOMMENDATION 8.3:

THAT THE PRESENT TERMS OF REFERENCE OF THE ADVISORY COUNCIL FOR SPECIAL EDUCATION APPROVED BY CABINET IN MAY 1976 BE REVISED, AND THAT THE TERMS OF REFERENCE CONSIST OF CLAUSES A, B, D AND F OF THOSE TERMS OF REFERENCE TOGETHER WITH THE FOLLOWING:

- a) ADVISE ON LONG-TERM CO-ORDINATED SPECIAL EDUCATION SERVICES FOR ALL CHILDREN;
- b) ADVISE ON THE PLANNING OF PROCEDURES WHEREBY CHILDREN ATTENDING VOLUNTARY ASSOCIATION SPECIAL SCHOOLS RECEIVING SUBSTANTIAL GOVERNMENT SUPPORT MAY, WHERE DESIRABLE, BE PROVIDED FOR IN OTHER FACILITIES WITHIN A PROGRAM OF RATIONALIZATION OF SPECIAL EDUCATION SERVICES;
- c) MONITOR ARRANGEMENTS RELATING TO THE PROVISION OF GOVERNMENT SUBSIDIES PAID TO VOLUNTARY ASSOCIATIONS OPERATING SPECIAL SCHOOLS;
- d) RECOMMEND ON ARRANGEMENTS WHEREBY VOLUNTARY ASSOCIATIONS MAY BE ENCOURAGED TO RELINQUISH EDUCATION SERVICES TO HANDICAPPED CHILDREN TO ENABLE THEM TO ASSUME OTHER ACTIVITIES AND ROLES TO THE BENEFIT OF HANDICAPPED CHILDREN AND ADULTS;
- e) INVESTIGATE AND REPORT ON MATTERS RELATING TO THE PLACEMENT AND PROGRESS OF HANDICAPPED CHILDREN IN EDUCATION FACILITIES;

AND SUCH OTHER FUNCTIONS AS ARE RECOMMENDED IN THIS REPORT.

In discharging its responsibility for the education of handicapped people, the Department of Education, on behalf of the government and the community, must have a concern for the quality and appropriateness of the

education that is offered to handicapped persons. In the case of some voluntary associations, there have been moves to request the Department of Education to assume their present educational commitments; the Council believes that the Department should, in such cases, accede to the requests. This response would enable the particular voluntary associations to divert their energies and commitment, expertise and funds to the performance of other roles, such as the provision of support services to families, the extension of ancillary services to others, including former clients now enrolled in state schools, the development of programs for post-school youth and the provision of consultation and advice.

RECOMMENDATION 9:

THAT WHERE VOLUNTARY ASSOCIATIONS ENGAGED IN EDUCATIONAL SERVICES REQUEST THE DEPARTMENT OF EDUCATION TO ACCEPT FULL RESPONSIBILITY FOR THE EDUCATION OF CHILDREN IN THEIR PROGRAMS, SUCH REQUESTS BE MET.

There will be voluntary associations, however, who for the time being may wish to maintain their present operations in education for the handicapped. Where such associations draw upon government funds they must accept the principle of program accountability. If the government is vested with the responsibility for the education of handicapped children, the voluntary associations act in a sense on behalf of the government, which must be assured that the programs that are implemented are appropriate and effective. Council has stated its view on this matter in Principle 7.

Principle 7. The right of government, when providing substantial financial support to voluntary associations, to establish consultative arrangements aimed at securing program accountability in educational services to handicapped persons.

The Advisory Council for Special Education should, as part of its task, be responsible for advising the statutory educational authority on the development of guidelines for the provision and operation of educational facilities. These guidelines should be flexible to permit maximum opportunity for experimentation, and for the development and testing of alternative approaches to the education of handicapped children. They should recognize, also, the developed philosophies of education held by the various agencies involved.

RECOMMENDATION 10:

THAT WHERE VOLUNTARY ASSOCIATIONS CONTINUE, AT LEAST FOR THE TIME BEING, TO OFFER EDUCATIONAL PROGRAMS TO HANDICAPPED PERSONS, WITH SUBSTANTIAL GOVERNMENT FINANCIAL SUPPORT, THE PLANNING, OPERATION AND STAFFING LEVELS OF THE SPECIAL EDUCATION PROGRAMS TO BE IN ACCORD WITH GUIDELINES ACCEPTED BY THE DEPARTMENT OF EDUCATION ON THE ADVICE OF THE ADVISORY COUNCIL FOR SPECIAL EDUCATION.

3. DELIVERY OF EDUCATIONAL SERVICES

In reviewing the present delivery of educational services to the handicapped, Council reiterates Principle 2:

Principle 2. The right of handicapped persons and their families to assurance that educational programs most appropriate to their needs are developed and implemented in the most effective way, whether the services be provided by the government or non-government sector.

In general, Council believes that, as an interim arrangement, both the government and non-government sectors may appropriately provide educational services, provided the guidelines recommended in the preceding section are developed and observed.

RECOMMENDATION 11:

THAT THE QUALITY OF EDUCATIONAL PROGRAMS AND RELATED SERVICES OFFERED TO HANDICAPPED CHILDREN BY BOTH GOVERNMENT AND VOLUNTARY ASSOCIATIONS BE KEPT UNDER CONTINUOUS REVIEW BY THE ADVISORY COUNCIL FOR SPECIAL EDUCATION.

Two issues need specific consideration: the appropriateness of placement for each child and admission and retention procedures; and the staffing of schools.

In Chapter 7, Council expressed a number of concerns in respect to children's placement, continued enrolment in and discharge from special education programs. Concerns expressed by parents on these matters were referred to in Chapter 6. It is of critical importance that criteria for placement and retention of handicapped children in special schools be made explicit and widely disseminated. In Council's view, such a procedure should alleviate many of the difficulties and anxieties of parents about special education for their handicapped children.

RECOMMENDATION 12:

THAT THE CONDITIONS FOR PLACEMENT OF HANDICAPPED CHILDREN IN SPECIAL EDUCATION FACILITIES OF ANY GOVERNMENT OR NON-GOVERNMENT AGENCY BE CLEARLY STATED AND MADE PUBLICLY KNOWN, AND THE MINISTER UNDERTAKE TO INVESTIGATE PARENTAL COMPLAINTS ABOUT SUCH CONDITIONS.

Council has earlier drawn attention to the critical importance of the teaching staff who implement programs. In its Interim Report of December 1977, it referred to the need for a concerted effort to ensure that all teachers of handicapped children should be suitably qualified. The nature of specialist qualifications of staff and the recency of such qualifications must be the subject of continuing review.

RECOMMENDATION 13:

THAT ALL AGENCIES EMPLOYING TEACHERS TO WORK WITH HANDICAPPED CHILDREN MAINTAIN TEACHER DEVELOPMENT PROGRAMS WITH A VIEW TO ENSURING THE AVAILABILITY IN SCHOOLS OF APPROPRIATELY QUALIFIED STAFF.

Conditions for employment of teaching and other staff in some voluntary associations are a cause for concern. Staff morale, and hence quality of the education children receive, require security of tenure and acceptable conditions of employment.

RECOMMENDATION 14:

THAT PROFESSIONAL AND INDUSTRIAL CONDITIONS AND BENEFITS OF EMPLOYMENT FOR TEACHING STAFF EMPLOYED BY VOLUNTARY ASSOCIATIONS BE AT LEAST COMPARABLE WITH THOSE PREVAILING IN THE STATE TEACHING SERVICE.

There is evidence to show that in voluntary associations there tends to be a falling-off of the level of parental involvement in the planning of their children's education, and the management of such associations.

Council supports the right of parents of all handicapped children to contribute to the education of their children:

Principle 5. The right of parents, persons with handicaps and other citizens, to be consulted in the planning of programs and services provided by government and non-government agencies.

In order for this right to be realized there need to be developed mechanisms to ensure that parents are consulted and enabled to participate in the decision-making process.

RECOMMENDATION 15:

THAT ALL AGENCIES OFFERING EDUCATION TO HANDICAPPED CHILDREN RECOGNIZE THE RIGHTS OF PARENTS TO CONTRIBUTE TO THE PLANNING OF THEIR CHILDREN'S EDUCATION AND DEVELOP MECHANISMS TO ACHIEVE THIS OBJECTIVE.

As a corollary to Recommendations 12 and 15, Council further recommends that the constitutions of voluntary associations should acknowledge parents' rights and set out clearly their position in relation to the association which controls the educational facility attended by their children.

RECOMMENDATION 16:

THAT THE DEPARTMENT OF JUSTICE BE REQUESTED TO CONSIDER THE INCLUSION OF CLAUSES IN THE CONSTITUTIONS OF VOLUNTARY ASSOCIATIONS WHICH SET OUT EXPLICITLY THE RIGHTS OF PARENTS WHOSE CHILDREN ARE ENROLLED IN EDUCATIONAL PROGRAMS ADMINISTERED BY SUCH VOLUNTARY ASSOCIATIONS.

Presently the availability of education for many handicapped children is partly dependent upon parental contributions. Council believes that this practice is highly undesirable, especially where no alternative appropriate educational placement exists, and that it is a source of stress to some parents.

Principle 4. The right of parents of handicapped children who attend voluntary association schools to face no financial or other costs additional to those which would be involved if their children were enrolled in a government school.

In addition to fees, parents are sometimes required to perform services in order to be assured of the placement of their children. While such involvement may be desirable, it should not be a condition of a child's place in an educational program which receives substantial government assistance.

RECOMMENDATION 17:

THAT PARENTS OF HANDICAPPED CHILDREN ATTENDING VOLUNTARY ASSOCIATION SCHOOLS WHICH RECEIVE SUBSTANTIAL SUBSIDIES FROM GOVERNMENT BE NOT REQUIRED TO INCUR FINANCIAL OR OTHER COSTS SUBSTANTIALLY DIFFERENT FROM THOSE INCURRED BY PARENTS WHOSE CHILDREN ATTEND GOVERNMENT SPECIAL SCHOOLS.

At present diagnostic services are provided by the State Department of Health, the Queensland Sub-Normal Children's Welfare Association, the Queensland Spastic Welfare League, the Autistic Children's Association, the Catholic Education Commission, the State Department of Education, and some

hospitals, universities and colleges; many of these organizations provide, in addition, a range of therapy and support services, the latter being offered to families as well as to handicapped clients.

The time may well be opportune for a review of diagnostic services available for handicapped persons. This review would help to ensure the ready availability to the parents and their advisers of a comprehensive network of services. At present, parents are faced with a variety of agencies which provide specialised assessment and diagnosis. In such a situation a strong possibility exists that some children may be sent from agency to agency before a firm diagnosis is made and the child placed in an appropriate treatment program.

RECOMMENDATION 18:

THAT, UNDER THE AEGIS OF THE ADVISORY COUNCIL FOR SPECIAL EDUCATION, THERE BE ESTABLISHED A WORKING PARTY TO REVIEW ALL SERVICES PROVIDING EDUCATIONAL DIAGNOSIS, BOTH GOVERNMENT AND NON-GOVERNMENT, TO DETERMINE THE FUTURE DEVELOPMENT AND RATIONALIZATION, WHERE NEEDED, OF THESE SERVICES.

Council's review of the education of handicapped persons has indicated urgent unmet educational needs of post-school handicapped youth and adults. There has been little serious examination of the educational needs of these handicapped persons or of the best ways of arranging services to meet such needs. The Advisory Council for Special Education would be an appropriate body to conduct such a survey and to report to the Minister; such an analysis might indicate the desirability of further legislative changes in order to extend government responsibility for educational programs for older handicapped persons.

RECOMMENDATION 19:

THAT THE MINISTER REQUEST THE ADVISORY COUNCIL FOR SPECIAL EDUCATION TO UNDERTAKE AN ANALYSIS OF THE EDUCATIONAL NEEDS OF POST-SCHOOL HANDICAPPED YOUTH AND ADULTS AND MAKE RECOMMENDATIONS ON APPROPRIATE GOVERNMENT INITIATIVES AND VOLUNTARY ASSOCIATION ACTIVITIES.

In spite of the provisions by the Department of Education, the wide network of centres administered by the Queensland Sub-Normal Children's Welfare Association and the schools run by other voluntary associations, educational services appropriate to their needs are not currently available in Queensland to all handicapped children in the state. Some larger population centres lack special educational facilities, and appropriate programs are available to children in these centres and from smaller rural centres only if they leave home and live in a residential unit. Such removal from their home environment should be countenanced only for those children whose handicap requires highly specialized facilities.

RECOMMENDATION 20:

THAT A COMPREHENSIVE SURVEY BE CONDUCTED BY THE DEPARTMENT OF EDUCATION TO ASCERTAIN WHERE ADDITIONAL FACILITIES ARE REQUIRED TO ENSURE THE EDUCATION OF ALL HANDICAPPED CHILDREN, WHATEVER THEIR DISABILITY OR LOCATION, AND THAT, FOLLOWING THE SURVEY, THE DEPARTMENT OF EDUCATION GIVE URGENT CONSIDERATION TO THE PROVISION OF APPROPRIATE PROGRAMS, AND THAT SPECIAL FUNDS BE PROVIDED FOR THIS PURPOSE.

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APPENDIX 1.

VOLUNTARY ASSOCIATIONS CONTACTED BY COUNCIL

Name	Address	Government Dept. Funding Source	Clientele 1978	Age Range	Aims
Aid Retarded Persons Queensland	North Station Rd., Booval.	Social Security	23	17-65	To provide sheltered workshop & residential facilities for a variety of handicapped persons.
Assn. for the Developmentally Young	P.O. Box 173, Mt. Gravatt.	Education; Health; Social Security	20	3- 7	To assist multiply handicapped children of pre-school age.
Assn. for the Welfare of Children in Hospital	41 Porchester St., Fig Tree Pocket.	Community Health Program (Federal)	-	0- 5	To ensure that due emphasis is placed on the emotional needs of sick & hospitalized children & their families.
Asthma Foundation of Queensland	450 Main St., Kangaroo Point.	Health	783	No limit	To conduct research into the cause & care of asthma. To provide assessment services & advice to asthma sufferers.
Aurora Foundation for the Blind	16 Water St., South Brisbane.	None	-	No limit	To give practical assistance to blind people, including the provision of means to earn a living.
Australian Assn. for Better Hearing	127 Eagle St., Brisbane.	Health; Social Security	120	16-80	Social & hearing rehabilitat- ion of the hearing impaired. Particular emphasis is on those with an acquired hearing loss after language development.
Australian Kidney Foundation (Qld)	444 Queen St., Brisbane.	Health; Social Security	-	No limit	To educate the public on dangers of kidney disease. To provide funds for medical research into kidney disease.
Austred (Red Cross)	409 Adelaide St., Brisbane.	Social Security	60	17-65	To provide sheltered workshop facilities for a variety of handicapped persons.

VOLUNTARY ASSOCIATIONS CONTACTED BY COUNCIL (Contd.)

Name	Address	Government Dept. Funding Source	Clientele 1978	Age Range	Aims
Autistic Children's Assn. of Qld	Hellawell Rd., Sunnybank Hills.	Education; Social Security	22	0- 9	To provide education & residential provision for autistic children.
Brisbane Hyper- activity Assn.	P.O. Box 27, Inala.	None	200	0-18	To offer support to parents of hyperactive children. To create recognition, research & awareness of the problems related to hyperactivity & learning difficulties
Brisbane Tram & Bus Employees Crippled Children & Orphans' Fund	P.O. Box 91, Woolloongabba.	None	-	No limit	To supply outings & other functions for all underprivileged children & adults where possible.
C.H.I.L.D.	21 Cavell Terr., Ashgrove.	None	16	3-12	To provide educational assistance to children with problems of behaviour or communication.
Contact	2 Coolah St., Aspley.	None	-	50+	To encourage old people living alone to develop social interests. To help such people to establish contact with those who are in similar circumstances. To encourage younger people to devote some of their spare time to these purposes.
Crossroads	244 St. Vincent Rd., Banyo.	Welfare	9	15-26	To provide residential facilities for the rehabilitation of alienated, disadvantaged & disturbed youth. To provide centres for guidance & counselling with emphasis on those who suffer from drug & alcohol dependence.

VOLUNTARY ASSOCIATIONS CONTACTED BY COUNCIL (Contd.)

Name	Address	Government Dept. Funding Source	Clientele 1978	Age Range	Aims
Diabetic Assn. of Queensland	491 Wickham Terr., Brisbane.	None	1500	No limit	To educate diabetics & the general public on the problems & complications of untreated diabetes & to demonstrate how diabetics can lead a normal life.
Downs Syndrome Association	G.P.O. Box 1556, Brisbane.	None	40-50	No limit	To provide support to families with a Downs Syndrome child.
Epilepsy Assn. of Qld	210 Queen St., Brisbane.	None	350	No limit	To provide support for epileptics and to disseminate information on epilepsy.
Guide Dogs for Blind	139 Wharf St., Brisbane.	Social Security Veterans' Affairs	-	16-80	To provide mobility training to persons with a visual impairment.
Lifeline	16 Hamilton Place, Bowen Hills.	Children's Services	8 centres	No limit	To provide easily accessible counselling & help services.
Little King's Movt. for the H'cpd.	33 O'Keefe St., Buranda.	None	568	5-100	To provide a program of involvement with handicapped people of all disabilities, ages & creeds.
MACH 1	152 Boniface St., Coopers Plains.	Social Security	45	15-65	To provide a centre for handicapped persons, to improve & develop personal skills.
Multiple Handicapped Assn. of Qld	269-303 Padston Rd., Eight Mile Plains.	Education; Social Security; Children's Services; Health	54	5-24	To provide facilities for the care, treatment, assistance & general advancement of children & young adults who have multiple physical or mental disabilities.

VOLUNTARY ASSOCIATIONS CONTACTED BY COUNCIL (Contd.)

Name	Address	Government Dept. Funding Source	Clientele 1978	Age Range	Aims
Multiple Sclerosis Society of Qld	9 Maldon St., Dutton Park.	Social Security; Health(Federal); Health.	91	20+	To provide facilities for the treatment & rehabilitation of sufferers of multiple sclerosis.
New Life Centre	48 Whitehill Rd., Ipswich.	None	30	No limit	To provide residential & coun- selling facilities for the re- habilitation of emotionally disturbed people.
Noah's Ark Toy Library	Annie St., New Farm.	Education	600	0-16	To provide advice to parents on the therapeutic value of play & to provide play materials.
Paraplegic Welfare Assn. of Qld	50 Cordelia St., South Brisbane.	Social Security	45-55 per month	No limit	To provide information service to clients. To assist in the welfare of para/quadrilegics. To assist in the supply of medical aids.
Qld Braille Writing Assn.	507 Ipswich Rd., Annerley.	None	80 trans- cribers, 50 volun- teers	No limit	To establish & maintain a free lending library for the visually handicapped.
Qld Coeliac Society	28 Halse St., Sunnybank	None	470	No limit	To promote a general awareness & understanding of the problems & needs of children & adults with coeliac disease. To res- earch food content & advise on gluten-free products. To prov- ide food for underprivileged families.

VOLUNTARY ASSOCIATIONS CONTACTED BY COUNCIL (Contd.)

Name	Address	Government Dept. Funding Source	Clientele 1978	Age Range	Aims
Qld Deaf Society	34 Davidson St., Newmarket	Social Security; Health	Hostel-50 Activity Tr.C.-35 Pre-schl-16 Other-1600	1-5, 16+	To provide extensive services to deaf & multiply handicapped deaf persons, including resid- ential accommodation.
Qld Soc. of Blind Citizens	247 Vulture St., Sth. Brisbane.	None	500	16-100	To assist blind people socially, culturally & economically in such ways as the Executive Council may from time to time determine.
Qld Soc. for Crippled Children	Montrose Home, Corinda.	Social Security	87	3-16	To provide residential treat- ment for physically handicapped children.
Qld Spastic Welfare League	Oxlade Drive, New Farm.	Social Security; Education; Health; Health(Federal).	1,900	No limit	To provide for the discovery, treatment, training of the cer- ebral palsied. To provide resi- dential facilities for country children. To assist in the ed- ucation, recreation, placement & general welfare of the cerebral palsied.
Qld. Sub-Normal Children's Welfare Assn.	38 Jordan Terr., Bowen Hills.	Education; Social Security; Health; Health(Federal)	>2000	No limit	To cater for the needs of the mentally retarded by providing schools, sheltered workshops, family group homes, hostels, counselling & diagnostic services.
Qld Tape Services for the Handicapped	P.O. Box 582, Sth. Brisbane.	Welfare	200	6-94	To provide readings of any printed or written material requested by registered users without charge.

VOLUNTARY ASSOCIATIONS CONTACTED BY COUNCIL (Contd.)

Name	Address	Government Dept. Funding Source	Clientele 1978	Age Range	Aims
Q.T. (Australia)	531 Bowen Terr., New Farm.	None	325	6-80	To provide advice & guidance to sufferers from ileostomy & to arrange for the supply of appliances.
Qld Training & Placement Centre for the Blind	Gowrie St., Annerley.	Social Security; Health; Education	43	15-87	To provide employment, training & rehabilitation of blind people.
Qld Wattle League for the Disabled	27 Norfolk Rd., Sth. Brisbane.	Social Security	Act.Tr. Centre-25 Workshop-11	16-60	To provide activity therapy & sheltered employment for a variety of handicaps.
Royal Guide Dogs for the Blind Assn.	139 Wharf St., Brisbane.	Social Security; Veterans' Affairs	145	16-80	To provide mobility training to persons with a visual impairment.
Royal Qld Bush Children's Health Scheme	391 Wickham Terr., Brisbane.	Health; Education; Health(Federal)	800 per year	5-13	To arrange the best possible medical & surgical treatment where such services are not readily available. To arrange speech therapy & assistance to children with learning & associated problems.
Shaftesbury Citizenship Centre	25 Quarry St., Spring Hill.	Children's Services	120 per year	11-16	To give training, counsel & guidance to all young persons selected under the Children's Services Act 1965 to attend an attendance centre. Also other selected children of anti-social or irregular habits.

VOLUNTARY ASSOCIATIONS CONTACTED BY COUNCIL (Contd.)

Name	Address	Government Dept. Funding Source	Clientele 1978	Age Range	Aims
Special Caring Services of the Uniting Church	48 Luton St., Kangaroo Point.	Social Security; Children's Services; Health; Health(Federal)	Res. Care Centres-100 Workshops & Act.Th. Centres-100	No limit	To provide residential facilities, sheltered employment & activity therapy through the operation of 8 residential care centres, 4 sheltered workshops & activity therapy centres.
S.P.E.L.D.	P.O. Box 22, Kenmore.	Education	200 branches 1300 phone calls for assistance per year	No limit	To advance the education & general welfare of children & people who are handicapped by specific learning disabilities.
Spina Bifida Assn. of Qld	387 Old Cleveland Rd., Coorparoo.	Education	220	No limit	To provide practical assistance to those who suffer from the disease; to promote research; & to educate the community about Spina Bifida.
Sunshine Welfare & Remedial Assn.	61 College Rd., Normanby.	Adult Education	100	15-82	To provide sheltered employment & activity therapy to a variety of handicapped persons.
Welfare Assn. for the Blind	12 Hubert St., Woolloongabba.	None	400-450	No limit	To relieve all forms of distress suffered by blind people & their dependants. To assist members to purchase their own homes.

APPENDIX 2.

CONCERNS CONVEYED TO COUNCIL - EXTRACTS FROM SUBMISSIONS

PERCEIVED PROBLEM AREA

Need for the government to assume full responsibility for the education and care of the handicapped (11 submissions):

Submission 17:

'Education of handicapped needs to be the full responsibility of the special education section of the Education Department. Parents of handicapped children pay taxes but these children do not have equal education opportunities to those in regular schools. Voluntary agencies are now the sole means of parents seeking help for their children therefore parents have to constrain any constructive criticism. Change in such systems is impossible until the Department of Education assumes responsibility. Parents of handicapped children who seek better service delivery are often accused of not fully accepting their child's handicap...personally experienced extreme difficulty in finding appropriate therapy and educational placement for my son.'

Mother of moderately intellectually handicapped boy, aged 8 years, Brisbane.

Submission 23:

'We would prefer that the government takes over the handling of education and training for handicapped children. Some voluntary facilities are well catered for, others are not and if one agency (government) takes over, guidelines can be set down and people will know where they are. In any case, for some members of the community to be educated by the government and others not, because they are different, seems like discrimination and even a lack of basic human rights. Most parents who can adequately provide for the family and its needs find it very distressing for their handicapped child to have its education provided because of the generosity of the local Lions Club etc.

Because of the unusual funding for voluntary organisations by the government, there seems on reflection that priorities could go a bit haywire. Whilst these priorities are probably handled with due care by most Councils etc. it is regrettable that sometimes the needs of the children become a secondary consideration to the needs of the establishment.

It has also been experienced by parents that they are placed in a subservient position because they have a handicapped child. It is accepted in some facilities that we are lucky to have our child placed when others are not.'

Mother of severely intellectually handicapped boy, aged 15 years, Brisbane.

Submission 29:

'Handicapped children should have the same as a normal child's rights:

- a) Government responsibility for education and health programmes - not through voluntary organizations with government grants or subsidies. ...

- b) If the Government accepts the same responsibilities for the education of the handicapped child to its capacity as it does for the normal child, then voluntary agencies could be free to provide additional services such as home help for mothers of young handicapped children, running a toy library, organising camps, holidays etc.'

Joint submission: mother and teacher of severely intellectually handicapped child, country town.

Submission 34:

'It is certain that in the area of mental retardation the present system which is dividing the education of the retarded between voluntary and government agencies needs to be carefully studied...There has developed a very gray area which causes tremendous confusion in parents' and teachers' minds and it would not be unfair to say that it would seem that government and voluntarily run schools have been competitors, in which interchange and integration (even in partial ways) is difficult because of the controls coming from two different sources. It is probably also fair to suggest that there is such an urgent need for expansion in the areas of sheltered workshops, activity therapy centres and adult residentials for the handicapped that if government took over the role of providing all educational services then voluntary agencies could pour all their finances and energies into post-school areas.'

Teacher of moderately intellectually handicapped and member of voluntary association, country city.

Submission 41:

'It is the role of government to provide the institutional facilities of health and education for the handicapped. The role of voluntary organizations is to act as a voice for the handicapped to ensure that their needs are not neglected, and to participate in socialization programmes directed at integrating handicapped people into the community. The Parents & Friends Association currently provides amenities, clothing, holidays and outings for some of the handicapped children, but this is, at best, a peripheral service without direction or assistance from the institution. That is, it is not regarded as part of the system itself.'

Parents & Friends Association of Training Centre for intellectually handicapped children, Brisbane.

Submission 51:

'Our parents were divided on the issue of whether a governmental takeover of our schools would be to the advantage of our children. Some, with experience in other states, thought that this would be advantageous. Others, with experience in the Queensland State system, thought that this could be a retrograde step when the present physical conditions existing in many schools, particularly primary schools, are considered.

It is essential, however, that all children, regardless of their handicap, should have access to free government education. The deaf, blind, mildly mentally retarded, physically handicapped, learning disabled and cerebral palsied all benefit from free government education. Why should the more severely mentally retarded be excluded from this provision? While it is acknowledged that government subsidies have greatly increased

in this area in recent years, this would still appear to be an area of severe discrimination against a certain group of people in our society.

It was suggested that voluntary and government agencies should play complementary roles, this allowing access to a greater range of resources than either body would supply alone.'

Members of voluntary association,
country city.

Submission 89:

'Who should provide? Parents would welcome an answer to this question and an opportunity to work in some practical way to establish the facilities required.'

Parents & Friends Committee of centre
for intellectually handicapped children,
Brisbane.

Submission 16:

'This parent group believes in every child's right to education and employment, and that the State Education Department should be responsible for the education of every child.'

Parents of Special School children,
Brisbane.

Submission 94:

'It is submitted that governments have a responsibility to society to provide substantial assistance for the maintenance and continuation of services to the handicapped. With the premise that education is free, secular and compulsory within the State of Queensland, all handicapped children, regardless of the nature or the severity of their handicaps, should be entitled to receive education and training through the auspices of the State school system.

This entitlement to date has not eventuated and the responsibility for education services to the moderately to severely intellectually handicapped, and in particular to the multiple handicapped, has fallen on the shoulders of voluntary agencies.

Governments have recognized the value of such voluntary agencies by maintaining a significant commitment of funds to recurrent expenditure, e.g. teacher salaries and the capital expenditure. This has been done in the realisation that expenditure is not so high in voluntary agencies. This high level of government assistance, particularly that provided through the Department of Education for salary subsidies, equipment and administrative allowances has now shown acknowledgement of the work being done for the multiple handicapped child.

...The Association sees its school in the same way as non-government schools are viewed in other areas of education. Voluntary agencies such as ours are better suited to deal with the handicapped than Government agencies because of their close personal association with parents and relatives of the children and young adults for whom we care. Governments have a responsibility to assist associations caring for the handicapped generally in regard to those who cannot pay their way.'

Acting Chairman, voluntary association,
Brisbane.

Submission 62:

'Despite those innovations and the contributions (necessitated by past government neglect) which the voluntary organizations have made to the education of the handicapped, it is now considered that the voluntary organizations will be unlikely to have the resources to give the handicapped an education geared to their potential. One pressing example is neglect of structured early intervention programmes. It is now time for the government to assume their responsibility of ensuring that intellectually handicapped children have the same opportunity of receiving a free education geared to their needs as do normal children.'

Voluntary association, Brisbane.

Submission 70:

'Although I am grateful to the Association for providing an education for my child, I do not understand why I should be any more thankful than a parent of any child. Surely all children have the right to an education which meets the individual's specific needs. Why is it necessary for us to be different and have to seek help from a charitable organization? Raising a family can be a difficult task, especially in the case of parents with a handicapped child. We have little time for fund raising but yet it is expected of us.'

Mother of intellectually handicapped girl, member of voluntary association and President of Parents & Friends Committee, Country town.

PERCEIVED PROBLEM AREA

Need for government to accept responsibility for cost of special education services provided by voluntary bodies:

Submission 68:

'It is submitted that the cost of special educational services, whether provided via a public service agency or a community organization, should be borne by government.

In meeting such expenses it is suggested governments calculate the cost of the service either by an examination of the legitimate costs incurred by the community organization, or by a calculation based on public services costs for an equivalent service provided through a state system.

Whichever method is used, it is emphasized that procedures and guidelines should be avoided which result in the community organization apeing the public service model. Attention is drawn to the constricting practice of providing subsidies which can only be spent in a narrowly prescribed manner. This deprives the community organization of the opportunity to explore alternatives, and perhaps more efficient methods of providing a service. For example, the Association engages expensive contract transport services rather than operate a less expensive Association service, because in the former instance costs are fully subsidised, while in the latter they are not. This situation arises from the public service practice of not allowing depreciation or replacement provision as an operating cost.

If the government could provide greater flexibility in its subsidy arrangement, the community organization could exploit to the full its ability to provide an equivalent service in a much more efficient and inexpensive manner.'

President, voluntary association.

PERCEIVED PROBLEM AREA

Lack of communication between voluntary agencies and government departments and facilities:

Submission 48:

'There appears to be a lack of communication between Government and voluntary agencies. Unless informed by teachers, associations and parents are not kept fully advised on just what services are available.'

Parents' & Citizens' Association,
country city.

Submission 46:

'There are a multitude of experts and lay persons involved in many societies, e.g. Sub-normal Association, Autistic Society, SPELD, Spastic League - all pursuing their particular interests. A development by one research worker in, say mentally retarded children, may benefit an autistic child and vice versa - often such information is disseminated only through the channels of one organization - perhaps the information of a central Resource and Information Centre with newsletters to all related organizations may be an idea.'

Father of intellectually handicapped
girl, aged 12 years, country town.

Submission 62:

'All Association members responding to the questionnaire stated that more co-ordination was needed between agencies involved with the handicapped. ... Many of the Association's parents have children of less than school age and it is these children who tend to be involved with the greatest range and number of agencies. Parent comments on the need for greater co-ordination included:- 'organizations are too competitive to the point of being possessive of their clients', 'organizations should get over their differences and relate and exchange ideas, plus assist each other!!!'

A typical Downs Syndrome child of less than school age may be involved with, for example, the Central Assessment Clinic, the Queensland Sub-Normal Children's Welfare Association, the W.R. Black Handicapped Children's Centre Day Care group, and a speech therapist. There have been in recent years major changes and fluctuations in the level of and continuity of the services provided and any parent endeavouring to obtain some minimal early intervention type programme for their child has been faced with all sorts of uncertainties, fears and frustrations. Some parents even consider that their child's chances have been prejudiced for future schooling by their involvement in other programmes.

While conceding that a variety is desirable where there is no defined optional educational programme, there is a major need for all involved organizations to rationalise and co-ordinate their services.'

Voluntary association, Brisbane

Submission 25:

'In our particular region there is one area related to the above (the respective roles of voluntary and government agencies in providing services to the handicapped) that requires clarification; having been of concern to people involved for some years. To be specific, it involves the entry and exit of children to a certain school, especially the entry of day pupils. The complex situation of finance and numbers of places for day children

severely limits the effectiveness of such a school at certain times, especially when a child needs a short term or temporary placement, on a day-by-day basis. Therefore, it is recommended that further discussions between the school and the Education Department be initiated so as a more flexible system can operate in this respect.'

Professional group, Brisbane.